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IMPLEMENTATION OF THE PROGRAMME OF ACTION FOR THE SECOND DECADE TO COMBAT RACISM AND RACIAL DISCRIMINATION

Report of the Secretary-General

SUMMARY

In its resolution 38/14 of 22 November 1983, the General Assembly proclaimed the Second Decade to Combat Racism and Racial Discrimination and requested the Economic and Social Council to take charge, with the help of the Secretary-General, of coordinating the implementation of the Programme of Action for the Decade and of evaluating the activities undertaken. The Council in paragraph 6 of its resolution 1985/19, requested the Secretary-General to submit annual reports on the implementation of the Programme of Action. In paragraph 6 of its resolution 1992/13, the Council requested the Secretary-General to continue with the implementation of the activities for the period 1990-1993, according to the highest priority to measures to combat apartheid. In paragraph 16 of that resolution, the Council also requested the Secretary-General to prepare a draft programme of action for the third decade and to submit it to the General Assembly at its forty-seventh session, taking into account, *inter alia*, the elements of the Programme of Action for the Second Decade that had not yet been completed.

At its forty-seventh session, the General Assembly took note of the report of the Secretary-General on the implementation of the Programme of Action for the Second Decade to Combat Racism and Racial Discrimination and the launching of a third decade (A/47/432). After considering this report, the General Assembly, in its resolution 47/77, requested the Secretary-General to submit to it a [new] draft programme of action for consideration at its forty-eighth session.

* E/1993/100.

This report contains information on the concluding activities of the Second Decade undertaken by the United Nations bodies and the programme of action for the launching of a third decade, revised in the light of comments from the General Assembly, the Commission on Human Rights and the Committee on Racial Discrimination.

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INTRODUCTION

The General Assembly, in its resolution 38/14 of 22 November 1983, proclaimed the 10-year period beginning on 10 December 1984 the Second Decade to Combat Racism and Racial Discrimination. The General Assembly also approved the Programme of Action for the Second Decade annexed to the resolution, and called upon all States to cooperate in its implementation. The General Assembly also requested the Economic and Social Council to take charge, with the help of the Secretary-General, of coordinating the implementation of the Programme of Action and of evaluating the activities undertaken during the Second Decade.

The Programme of Action for the Second Decade covers, inter alia: action to combat apartheid; education, teaching and training; dissemination of information and the role of the mass media in combating racism and racial discrimination; measures for the promotion and protection of the human rights of persons belonging to minority groups, indigenous populations and peoples and migrant workers who are subjected to racial discrimination; recourse procedures for victims of racial discrimination; implementation of the International Convention on the Elimination of All Forms of Racial Discrimination and related international instruments; national legislation and institutions; seminars and studies; action by non-governmental organizations; and international cooperation.

In paragraph 6 of its resolution 1985/19, the Economic and Social Council requested the Secretary-General to submit annual reports on the implementation of the Programme of Action for the Second Decade and, in paragraph 6 of its resolution 1992/13, also requested him to continue with the implementation of the activities of the Second Decade for the period 1990-1993, according the highest priority to measures to combat apartheid.

In paragraph 16 of that resolution, the Council also requested the Secretary-General to prepare a draft programme of action for the third decade and to submit it to the General Assembly at its forty-seventh session, taking into account, inter alia, the elements of the Programme of Action for the Second Decade that have not yet been completed.

This report describes the latest activities undertaken for the Second Decade to Combat Racism and Racial Discrimination and proposals for the launching of the third Decade.

I. CONCLUDING ACTIVITIES OF THE SECOND DECADE

A. Subcommission on Prevention of Discrimination
and Protection of Minorities

1. During its forty-fourth session (3-28 August 1992), the Subcommission on Discrimination and Protection of Minorities discussed a number of matters relating to the Second Decade. The Subcommission first studied the question of the adverse consequences for the enjoyment of human rights of political, military, economic and other forms of assistance given to the racist and colonialist regime of South Africa. In that regard, it had before it the most recent report of its Special Rapporteur, Mr. Ahmed Khalifa (E/CN.4/Sub.2/1992/12 and Add.1).

2. Desirous of placing its future work in the context of the events taking place in South Africa, in resolution 1992/6 of 21 April 1992, the Subcommission recommended that the Commission on Human Rights should appoint a special rapporteur from among the members of the Subcommission to report on the progress towards democracy, equality and social justice in South Africa. The task of the special rapporteurs would include:

(a) Steps taken in accordance with international human rights instruments to prevent violence between different groups in South Africa;

(b) Steps taken to investigate the alleged involvement of the South African security forces in fomenting violence and how this problem is being addressed;

(c) Steps taken to ensure equal political participation for all South Africans, including those removed under the apartheid system to the so-called homelands;

(d) Steps taken to ensure the enjoyment by all South Africans, without discrimination, of economic and social rights;

(e) An analysis of the obstacles preventing the democratization of South Africa and ways and means of eliminating them.

3. The Subcommission also studied with considerable interest the question of measures to combat racism and racial discrimination. In this regard, it adopted resolution 1992/5, in which it expressed its deep concern at the information contained in the report of the Secretary-General (E/CN.4/Sub.2/1992/11) about serious events attributable to racism, racial discrimination and xenophobia that take place in any part of the world. Conscious that the scourges of racism and racial discrimination are continually assuming new forms, requiring a periodic re-examination of the methods used to combat them, the Subcommission recommends that the Commission on Human Rights should appoint a special rapporteur to address the issue of contemporary forms of racism, racial discrimination and xenophobia.

B. General Assembly

4. At its forty-seventh session, the General Assembly, in connection with its consideration of the agenda item on the implementation of the Programme of Action for the Second Decade, had before it a report by the Secretary-General on the launching of a third decade to combat racism and racial discrimination (A/47/432). Following its consideration of the document, the General Assembly adopted resolution A/C.3/47/L.3/Rev.1. It decided that the international community, in general, and the United Nations, in particular, should continue to give the highest priority to programmes for combating racism, racial discrimination and apartheid and intensify their efforts, during the latter part of the Second Decade to Combat Racism and Racial Discrimination, to provide assistance and relief to the victims of racism and all forms of racial discrimination and apartheid. It appealed to all Governments and to international and non-governmental organizations to increase and intensify their activities to combat racism, racial discrimination and apartheid and to provide relief and assistance to the victims of these evils.

5. The General Assembly regretted that most of the activities scheduled for the period 1992-1993 have not been implemented because of lack of financial resources and called upon the international community to provide the Secretary-General with appropriate financial resources for an efficient action against racism and racial discrimination. The General Assembly also took note of the report of the Secretary-General on the launching of a third decade to combat racism and racial discrimination and requested him to prepare a draft programme of action for the third decade and to submit it to the General Assembly at its forty-eighth session. This programme should include those elements of the Programme of Action for the Second Decade that have not been implemented. The General Assembly further requested the Secretary-General to accord the highest priority to the activities of the programme of action for the third decade aimed at monitoring the transition from apartheid to a non-racist society in South Africa.

6. The General Assembly also invited the Commission on Human Rights, at its forty-ninth session, to recommend activities to be undertaken during the third decade to combat racism and racial discrimination.

7. Finally, it is important to draw the attention of the Commission to General Assembly resolution 47/80 relating to the ethnic cleansing and racial hatred by which the General Assembly, at its forty-seventh session, strongly rejected policies and ideologies aimed at promoting racial hatred and ethnic cleansing in any form.

C. Commission on Human Rights

8. At its forty-ninth session, the Commission on Human Rights considered the implementation of the Programme of Action for the Second Decade to Combat Racism and Racial Discrimination; it was informed of the report of the Secretary-General (E/CN.4/1993/55) submitted pursuant to its resolution 1992/8.

9. The Commission adopted resolution 1993/11 without a vote, in which it declared that all forms of racism and racial discrimination, particularly in

their institutionalized form, such as apartheid, or resulting from official doctrines of racial superiority or exclusivity, are among the most serious violations of human rights in the contemporary world and must be combated by all available means. The Commission also invited all Governments and international and non-governmental organizations to increase and intensify their activities to combat racism, racial discrimination and apartheid and to provide relief and assistance to the victims of these evils.

10. In that resolution, the Commission took note of the report of the Secretary-General (A/47/432) on the implementation of the Programme of Action for the Second Decade to Combat Racism and Racial Discrimination and the launching of a third decade to combat racism and racial discrimination. It recommends that activities such as those contained in the report of the Secretary-General be undertaken during the third decade to combat racism and racial discrimination and reviewed at mid-term. It also requests the Secretary-General, in preparing the draft programme of action for the third decade, to accord the highest priority to activities aimed at monitoring the transition from apartheid to a non-racist society in South Africa.

11. During its forty-ninth session, the Commission also considered various questions directly related to the elimination of racism and racial discrimination. It therefore adopted resolution 1993/18 concerning adverse consequences for the enjoyment of human rights of political, military, economic and other forms of assistance given to the racist regime of South Africa. Through this resolution, it condemned the assistance rendered to South Africa, particularly in the military and nuclear fields, and expressed its conviction that this assistance constitutes a hostile act against the people of South Africa and the neighbouring States. The Commission also called upon all Governments to maintain measured and appropriate pressure against South Africa until agreement has been reached on transitional arrangements and modalities on the process of drawing up and adopting a new constitution and the holding of elections with a view to achieving an irreversible transition to a united, democratic and non-racial South Africa. The Commission decided to consider the issues raised by this resolution at its fiftieth session.

12. With regard to the situation of human rights in South Africa, the Commission also adopted resolution 1993/19, by which it authorized the Subcommission on Prevention of Discrimination and Protection of Minorities to name Ms. Judith Sefi Attah as Special Rapporteur, with the task of submitting annually a report on the transition to democracy in South Africa.

13. Finally, in its resolution 1993/20, the Commission decided, in the light of recent trends, to appoint, for a three-year period, a thematic special rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, and to request the Special Rapporteur to report thereon to the Commission on an annual basis, beginning at its fiftieth session. The Commission thus recommended the following draft decision to the Economic and Social Council for adoption:

"The Economic and Social Council, taking note of Commission on Human Rights resolution 1993/20 of 2 March 1993, approves the Commission's decision to appoint, for a three-year period, a thematic special rapporteur on contemporary forms of racism, racial

discrimination, xenophobia and related intolerance, also approves the Commission's request to the Secretary-General to provide the Special Rapporteur with all necessary assistance, in particular the staff and resources required to perform [his/her] functions, especially in carrying out missions and following them up, and further approves the Commission's request to the Special Rapporteur to report to the Commission on an annual basis, beginning at its fiftieth session."

D. Coordination activities for the implementation of the Programme of Action for the Second Decade - Committee on the Elimination of Racial Discrimination

(See E/CN.4/1993/55, paragraphs 13 to 15)

14. During its forty-first session, which was held in Geneva from 3 to 14 August 1992, the Committee on the Elimination of Racial Discrimination continued consideration of the draft model legislation against racism and racial discrimination prepared by the Secretary-General and drew up a series of proposals for possible inclusion in a programme of action for a third decade.

15. The draft model legislation against racism had previously been considered by the Committee at its fortieth session in 1991. Some members of the Committee had at the time stated that the draft should distinguish legislative provisions strictly speaking from guiding principles and other measures proposed in the text. In the view of some members, the draft legislation sought mainly to enforce the prohibition of racial discrimination through criminal provisions whereas the use of incentives, training and education would be more effective in combating racial discrimination. Members of the Committee had also commented that the part of the text dealing with recourse procedures should have differentiated more clearly between the different forms of racial discrimination and the different settings in which it occurs. For example, racial abuse or incitement to racial hatred were defined in many States as offences against public order and should be dealt with in the same way as other offences so defined. Since they required an immediate response, it was not appropriate for them to be reported to any independent national authority dealing with racial discrimination.

16. At its forty-first session the Committee drew attention to its previous comments, supplemented them with observations on both the form and substance of the draft model legislation and requested the Centre for Human Rights to revise the draft and to resubmit it to the Committee at its forty-second session.

17. The Committee also considered the question of the launching of a third decade to combat racism and racial discrimination and, in that connection, examined an informal document containing a list of 10 topics relating to action to combat racism and racial discrimination prepared by one of its members. The Committee requested that the document should be transmitted to the Commission to serve as a basis for considering the programming of activities in a possible third decade. The following themes have been proposed:

(a) The eradication of incitement to racial hatred and discrimination, including the prohibition of propaganda activities and of organizations involved in it;

(b) The right to equal treatment before tribunals and by institutions, including the provision of reparation for damages suffered as a result of discrimination;

(c) Political rights, including the participation of various racial groups in political processes and their representation in government service;

(d) Civil rights, including migration, nationality, freedom of opinion and association;

(e) Economic rights, including work, trade union membership and housing;

(f) Social and cultural rights, including health and education;

(g) Educational measures to combat racial prejudice and discrimination and to propagate the principles of the United Nations;

(h) The protection of disadvantaged groups; this may include consideration of the position of indigenous peoples;

(i) The transmission of racial inequality from one generation to another, with special reference to the children of migrant workers and the appearance of new forms of segregation;

(j) International cooperation in the elimination of racial discrimination, including cooperation between States, the contribution of non-governmental organizations, national and regional institutions, United Nation bodies and petitions to treaty-monitoring bodies.

E. International Labour Organisation (ILO)

18. In 1992, the ILO continued to monitor and to disseminate information on developments in the social and labour fields in South Africa and to provide technical cooperation assistance to national liberation movements, and non-racial employers' and workers' organizations in South Africa, in terms of the Declaration concerning Action against Apartheid. The Group of Independent Experts to monitor sanctions and other action against apartheid examined the measures taken by ILO constituents to implement the Declaration and the Programme of Action. In addition, the Fact-Finding and Conciliation Commission on Freedom of Association considered a complaint concerning the labour laws in South Africa, and a special tripartite conference on southern Africa was convened by the Governing Body of ILO.

19. In February 1992 the Fact-Finding and Conciliation Commission visited South Africa. The Commission had been appointed by the ILO Governing Body to examine a complaint of infringements of trade union rights in the Republic of South Africa presented to ILO by the Congress of South African Trade Unions (COSATU) in May 1988. The issues raised in the complaint had already been satisfactorily

dealt with in legislation adopted in 1991, but the parties agreed that the Commission's terms of reference should be extended to enable it to deliberate on the situation in South Africa in so far as it related to labour matters in general and freedom of association in particular. The Commission heard submissions by the Department of Manpower; affiliates of COSATU; employers' organizations, including one representing farmers; the National Manpower Commission; the Public Service Association; the South African Police; and the Chairperson of the Convention for a Democratic South Africa (CODESA). The Commission's conclusions dealt with, inter alia, the need to extend the rights and protections provided under the Labour Relations Act to farm workers, domestic workers and public servants, all of whom were not adequately protected; defects in the Act itself, notably regarding the right to strike; the special problems posed for labour relations by the "homelands".

20. The report of the Fact-Finding and Conciliation Commission was noted by the Governing Body at its two hundred and fifty-third (May-June 1992) session, and was transmitted to the Economic and Social Council of the United Nations, which considered it at its Substantive Session of 1992. The Council noted "... with satisfaction the findings, conclusions and recommendations contained therein ..." and requested the Secretary-General to invite the Government of South Africa to report, no later than 31 December 1992, on the measures which it has taken to give effect to the recommendations contained in the said report, and thereafter at yearly intervals until the Economic and Social Council is satisfied that the said recommendations have been implemented; and further requested the Secretary-General to refer the Government's reports on this matter to the International Labour Office with the request that the latter transmit to the Council its advice and comments stemming from examination of the said reports; and invited ILO to provide technical cooperation assistance to the Government of South Africa, and to organizations of workers and employers, in the recasting of that country's labour relations system.

21. The 8th and 9th meetings of the Group of Independent Experts to follow up on and monitor the implementation of sanctions and other action against apartheid were held in March and April 1992. The 8th meeting considered the replies to the revised questionnaire on action against apartheid taken by ILO constituents. Amongst its conclusions, the group noted that an increasing number of Governments had eased their restrictive policies towards South Africa in response to the progress made in dismantling apartheid. Workers' organizations, however, had continued to exert pressure on companies and their own Governments to implement or maintain restrictive measures against South Africa. The 9th meeting of the Group took note of the progress made in publishing the studies on the coal embargo and on the effect of sanctions on employment, and held consultations with various non-governmental and intergovernmental bodies in order to assist in securing a high degree of coordination in the efforts of the international community to eradicate apartheid.

22. The reports of the 8th and 9th meetings of the Group of Independent Experts were considered by the Committee on Discrimination of the Governing Body which decided to recommend to the Governing Body that the term of office of the Group be extended by one year, with a renewed mandate focusing on the monitoring of the implementation of the Declaration concerning Action against Apartheid in South Africa.

23. As recommended by the Committee on Action against Apartheid of the International Labour Conference, the Governing Body of the ILO decided to convene a tripartite conference on southern Africa, and to accept the offer of the Government of Zimbabwe to hold the meeting in Harare from 5 to 8 May 1992. The Conference considered the social, economic and labour aspects of subregional integration in post-apartheid southern Africa, and recent developments regarding apartheid in South Africa. In its conclusions, the Conference recommended that the ILO programme of action in southern Africa should cover the issues of job creation, promotion of small business and cooperatives, vocational training, improvement of labour laws and labour standards, occupational health and safety, and labour migration. The ILO was urged to assist the countries in the region in setting up mechanisms for social and economic dialogue and constructive industrial relations. In South Africa, the ILO was requested to support the democratic trade unions' struggle to extend basic trade union rights to farm, domestic, and public sector workers, and those in the bantustans. The Conference recommended that the seventy-ninth session of the International Labour Conference take a decision that the ILO should prepare projects for technical assistance to South African employers' and workers' organizations, which projects could be implemented in South Africa after the creation of an interim government.

24. At its seventy-ninth session, the International Labour Conference endorsed the conclusions of the Harare Conference and noted the 1992 Special Report of the Director-General on Action against Apartheid. Chapter I of the Report reviewed recent developments in labour and social matters in South Africa. Chapter II summarized the information supplied by the ILO tripartite constituents concerning their action against apartheid. Chapter III provided the information on international action against apartheid. In addition to the Special Report, supplementary information was also provided in a separate document.

25. In order to give expression to the conclusions of the Harare and the International Labour Conferences, a number of proposals for workshops were drawn up, which, after appropriate consultation with workers' and employers' organizations, are scheduled to commence in 1993. The matters to be considered at the proposed workshops include labour relations in the public sector, in agriculture, and with respect to domestic workers; affirmative action; and the improvement of occupational health and safety in the mining industry. Conclusions of both Conferences dealt with the vital issue of education and training, and numerous requests for policy advice and technical inputs on this topic had already been received by the Office. In response to these, preparations are under way to conduct a study which could form the basis of a seminar on future vocational training policy.

26. With specific reference to conclusion 22 of the Harare Conference, which recommends the creation in South Africa of a tripartite economic and social body, the Office organized a trade union study tour to the ILO in Geneva from 14-19 June 1992, to examine economic policy questions. The week-long programme was arranged at the request of the Congress of South African Trade Unions (COSATU) and was undertaken by members of the negotiating team representing COSATU in the recently established tripartite Economic Forum. The participants discussed strategies for growth with equity; structural adjustment programmes;

employment creation; inter-firm cooperation; incomes policies; export processing zones; and human resource development programmes.

27. Other activities that relate to the implementation of the updated Declaration concerning Action against Apartheid were, inter alia, research and visits to the ILO by representatives of the National Liberation Movements, trade unions, and a non-racial employers' organization. These included two representatives of the cooperative movement in the Western Cape Province; an economist advising the ANC on trade and development policy; a trade unionist examining the potential for restructuring the chemical industry in South Africa; the General-Secretaries of both COSATU and the National Council of Trade Unions (NACTU); and members of the working group to establish a new non-racial employers federation in South Africa.

28. A workers education seminar on Trade Union Participation in the Development of Socio-Economic Policies in Post-Apartheid southern Africa was timed to coincide with the subregional conference held in Harare in May 1992. The seminar was attended by 15 participants from trade union organizations in Botswana, Lesotho, Mozambique, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe, and three representatives of international and regional trade union organizations. Given the progress made by the South African trade unions in establishing bipartite and tripartite negotiating forums on a wide range of socio-economic issues, two presentations were made by South African trade-unionist, in addition to presentations by ILO officials. Recommendations made by the seminar included suggestions for harmonization of laws regarding labour relations and investment throughout the subregion; for the promotion of workers' education and training; for the establishment of a subregional vocational training centre; for the formulation of an investment code in line with internationally accepted guidelines; and for tripartite consultation on programmes to create employment and on methods of dealing with unemployment.

29. In August 1992 a questionnaire requesting up-to-date information on action taken against apartheid for inclusion in the Special Report of the Director-General for 1993 was sent to Governments and to employers' and workers' organizations. The questionnaire was accompanied by an extract of the report of the Committee on Action against Apartheid in June 1992 reflecting the conclusions and recommendations adopted by that Committee and a copy of the updated Declaration concerning Action against Apartheid in South Africa. Requests for information on international action against apartheid were also addressed to the United Nations, its specialized agencies and other intergovernmental organizations. The information supplied by the constituents will be considered by the Group of Independent Experts before submission to the Governing body and subsequently to the Committee on Action against Apartheid of the International Labour Conference in June 1993. As usual, the Special Report of the Director-General will also deal with recent developments in labour and social matters in South Africa, and with international action against apartheid.

30. In 1992, the ILO continued to disseminate information on the labour and social situation under apartheid. It also continued to collaborate closely with other organizations within the United Nations system and with other intergovernmental, non-governmental, regional and subregional organizations within the framework of concerted efforts to eliminate apartheid.

31. The Discrimination (Employment and Occupation) Convention, 1958, (No. 111) has now received a total of 112 ratifications. The Employment Policy Convention, 1964 (No. 122) has now received 77 ratifications. With regard to migrant workers, the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) has received 39 ratifications. The Social Policy (Basic Aims and Standards) Convention, 1962 (No. 117) has 31 ratifications. The application of these Conventions gave rise to observations and comments by the Committee of experts on the Application of Conventions and Recommendations at its March 1992 session.

32. As regards indigenous and tribal peoples, the ILO has adopted the Indigenous and Tribal Populations Convention, 1957 (No. 107) and the Indigenous and Tribal Peoples Convention, 1989 (No. 169), with the participation of the United Nations and other specialized agencies, which also play a role in the supervision of these instruments. Conventions Nos. 107 and 169 have received 27 and 4 ratifications respectively. The Committee of Experts on the Application of Conventions and Recommendations has been able in the last few years to note that significant efforts are being made in a number of countries, particularly in Latin America, to review the way in which indigenous affairs are handled, and to accord to these peoples a greater degree of involvement in the decision-making process as it concerns them. New legislation - sometimes drafted with the technical assistance of the ILO and in one case of the Centre for Human Rights - has been adopted or is under consideration in several of these countries. A number of others, both in Latin America and elsewhere, are examining the possibility of ratifying Convention No. 169, and are carrying out a re-examination of their situation, sometimes with help from the ILO.

33. The ILO also carries out an expanding programme of technical cooperation and assistance for indigenous and tribal peoples. It does so, whenever possible, in cooperation with other international organizations. This work consists of assisting indigenous and tribal peoples to attain the capacity to manage their own affairs and to find employment-generating activities, while maintaining respect for their traditional cultures and ways of life. A second kind of assistance is provided to Governments, as well as to those directly affected, in drafting and implementing national law and administrative arrangements for indigenous affairs.

34. Finally, the ILO is closely involved in the arrangements for the International Year for the World's Indigenous People. The General Assembly has requested the ILO to participate in the coordination of activities for the International Year, with the Under-Secretary-General for Human Rights. For this purpose it is carrying out a number of specific activities as well as maintaining and reinforcing the activities it is already carrying out in this area.

35. Under the ILO educational and promotional programme for the elimination of discrimination and the promotion of equal opportunity in employment, a subregional tripartite seminar on promotion of equality of opportunity in employment for selected African countries was organized in Abidjan (Côte d'Ivoire) in October 1992. Similar seminars and national tripartite seminars will be organized in future.

36. The ILO has continued its research and publications programme, which has covered the elimination of discrimination in employment based on grounds such as race, ethnic origin, sex, religious beliefs or political opinions, as well as discrimination against migrant workers. In particular, notes and studies on new developments in various countries have appeared regularly in ILO publications such as the International Labour Review and the Social and Labour Bulletin.

37. The arrangements whereby the ILO collaborates with other international organizations on questions concerning the supervision of international instruments and matters of interest to more than one organization continued to function, as in the past, in relation to discrimination in employment and occupation, indigenous and tribal populations, migrant workers and basic aims and standards of social policy, particularly through ILO collaboration with the United Nations Commission on Human Rights, the Subcommittee on the Prevention of Discrimination and Protection of Minorities, the Committee on the Elimination of Racial Discrimination, the Commission on the Status of Women, the Committee on the Elimination of Discrimination Against Women, as well as with the Centre for Social Development and Humanitarian Affairs, the United Nations Development Fund for Women, the International Research and Training Institute for the Advancement of Women and the United Nations Development Programme.

F. International Day for the Elimination of
Racial Discrimination

38. On the occasion of the International Day for the Elimination of Racial Discrimination, the Centre for Human Rights and the Information Service of the United Nations Office at Geneva organized a meeting on Monday, 22 March 1993, at the Palais des Nations.

39. The meeting was attended by members of the United Nations Secretariat, representatives of the diplomatic corps accredited to the United Nations Office at Geneva and NGO representatives.

40. The theme selected for the commemoration of the Day was "Racism, racial discrimination, xenophobia and violence: what can the United Nations do?"

41. Presided over by Mr. Ibrahima Fall, Assistant Secretary-General for Human Rights, the meeting opened with a statement by Mr. Vladimir Petrovsky, Director-General of the United Nations Office at Geneva. Mrs. Sadiq Ali, Vice-Chairman of the Committee on the Elimination of Racial Discrimination, and Mrs. Edith Ballantyne, President of the Women's International League for Peace and Freedom, also spoke.

42. In an opening statement, Mr. Fall noted that the efforts of the world community had neither fully eradicated either apartheid or racism in general, nor averted the reappearance of racism and racial discrimination against minorities, ethnic groups, migrant workers, indigenous peoples, refugees and religious groups, adding that the renewed resurgence of nationalism and ethno-centric nationalism as well as tribalism had its roots in the still fertile soil of racism and xenophobia.

43. He then outlined the framework for United Nations activities against racism and racial discrimination in the years ahead, citing the activities undertaken in that field by the Secretary-General, the General Assembly of the United Nations the Economic and Social Council, the Commission on Human Rights and the Sub-Commission on Prevention of Discrimination and Protection of Minorities. In particular he drew attention to the provisions calling for the launching of a third decade against racial discrimination adopted by the General Assembly at its forty-seventh session, and referred to the draft programme of action for the third decade proposed by the Secretary-General. He also referred to the relevant resolutions adopted by the Commission on Human Rights at its forty-ninth session with a view to stamping out racism and racial discrimination.

44. Mr. Petrovsky, in his opening statement, stressed that the prevention of racism was primarily a struggle against ignorance and intolerance and noted the urgent need for a renewed commitment by all to eradicate the root causes of racism and racial discrimination. He also called on Governments, the specialized agencies of the United Nations system, in particular UNESCO, the ILO, and non-governmental organizations to redouble their efforts to eliminate what was undoubtedly one of the most repugnant and pernicious forms of human rights violation.

45. Mrs. Sadiq Ali, in her statement stressed the positive impact that the International Convention on the Elimination of All Forms of Racial Discrimination had had on the legislation of the States parties to the Convention. She noted the adoption of the following measures:

Some national constitutions had been amended in order to incorporate provisions prohibiting racial discrimination;

States parties had undertaken systematic reviews of their legislation to amend any laws or regulations which had the effect of perpetuating racial discrimination, or to enact new legislation to satisfy the requirements of the Convention;

Some States had amended their legislation at the suggestion of the Committee, for example, one State had repealed a law which stipulated that a person must understand the national language in order to be entered on the electoral roll;

Some States had added new provisions to their penal legislation, making racial discrimination a punishable offence, or had amplified previous legislation. Nearly half of those States which were parties to the Convention had enacted new laws designed to bring their legal norms into greater conformity with the provisions of article 4 (a) and (b) of the Convention; i.e. to punish acts of incitement to racial discrimination and declare illegal racist organizations and racist propaganda;

Some States had enacted new legislation to give effect to the provisions of various sections of article 5 and pressure had been applied to many States to get them to attend to the standards specified in that important article;

Some States parties had initiated educational programmes in accordance with article 7 to combat prejudices which led to racial discrimination and to promote understanding, tolerance and friendship among nations and racial or ethnic groups;

Some States had established new administrative agencies or new offices such as ombudsmen or commissions to deal with the problems of racial discrimination and to protect the interests of indigenous groups.

46. She recalled, however, that recent events had tragically demonstrated that no State, regardless of its political or socio-economic system, was secure against the appearance of racial hostilities. That made it mandatory to look more deeply into the historical, political, economic and cultural causes of racial discrimination so as to be in the position to get at its roots. The Committee was committed thereto.

47. Mrs. Ballantyne stressed the economic aspects of discrimination: one of the reasons why discrimination on the grounds of race, colour, descent or national or ethnic origin persisted was that its economic causes had never been addressed: there was generally a reluctance to tackle economic inequalities, which were growing by leaps and bounds.

48. She noted that wherever there were economic difficulties, particularly unemployment and erosion of social security, the dominant group resorted to racism, xenophobia, discrimination on grounds of ethnic difference in the mistaken belief that they would be able to hold on to what they had, or for the less lucky of the group to gain what they accused the "others" of taking from them. And she proposed to begin a serious investigation of the economic roots of those different forms of discrimination, because there was a fundamental link between the economic and social aspects of racism that needed to be exposed.

49. In the general debate, the representative of the Organization of African Unity, Mr. Venant Wege-Nzomwita, condemned the dilatory tactics of the South African Government in holding out to the black majority enticing promises that were never fulfilled. Accordingly, on behalf of Africa, he appealed to the international community to continue exerting the necessary pressure on South Africa, to bring that country to commit itself irrevocably to the process of change and to negotiate in good faith for the immediate establishment of an interim government and an elected constituent assembly for drafting the new democratic constitution of the country.

50. It was also suggested that greater attention should be accorded to positive acts for consolidating harmonious relations within multi-ethnic or multi-racial societies, rather than emphasizing the acts carried out by those who sought to foster division.

51. The day of commemoration made clear the need to mobilize individuals, Governments and organizations of various kinds in order to check the current resurgence of racism and racial discrimination and coordinate action to that end.

G. Seminars and workshops

52. The meeting of representatives of national institutions and organizations promoting tolerance and harmony and combating racism and racial discrimination, authorized by the Economic and Social Council in its decision 1990/224, took place in Sydney, Australia, from 19 to 23 April 1993. The meeting was organized by the Centre for Human Rights in cooperation with the Australian Human Rights and Equal Opportunity Commission, and the following institutions and organizations were invited to participate: the Human Rights and Equal Opportunity Commission (Australia); the Aboriginal and Torres Strait Islander Commission (Australia); the Human Rights Commission (Benin); the Council for the Protection of Human Rights (Brazil); the National Human Rights and Freedoms Committee (Cameroon); the Canadian Human Rights Commission (Canada); the State Nationalities and Minorities Commission (China); the Consumer Ombudsman (Denmark); the National Advisory Commission on Human Rights (France); the Defence Commissioner for the German Bundestag (Germany); the Commission for Racial Equality (United Kingdom); the Civil Liberties Bureau (Japan); the Commission on Castes and Scheduled Tribes (India); the Human Rights Commission (Mexico); the Advisory Council on Human Rights (Morocco); the Human Rights Commission (New Zealand); the Ombudsman (Pakistan); the National Council on Human Rights (Peru); the Human Rights Commission (Philippines); the Acting Parliamentary Ombudsman (Sri Lanka); the Human Rights Commission (Russian Federation); the People's Counsel (Spain); the Commission of Inquiry into Human Rights Violations (Uganda); and the United States Commission on Civil Rights (United States of America).

53. The States Members of the United Nations as well as non-governmental organizations and individuals were invited to send representatives or observers to the meeting.

54. The meeting focused on four major themes:

(a) Racism, racial discrimination and national institutions: overview and theoretical issues;

(b) National institutions and organizations; their role in the promotion of tolerance and harmonious relations within society;

(c) Legislation against racism and racial discrimination, and the link with national institutions;

(d) Creation of national institutions and strategies to counter racism and racial discrimination.

55. All those points were considered on the basis of the situation of the following vulnerable groups: ethnic and racial groups, indigenous peoples, and migrant workers and their families.

H. Studies and publications

56. The following series prepared by the Secretary-General of the United Nations will be issued during 1993:

(a) As indicated above (para. 14), the Committee on the Elimination of Racial Discrimination has concluded its consideration of draft model legislation on which Governments could base new laws against racism and racial discrimination. The final text, reflecting the Committee's comments, was transmitted to the competent services for editing and issuance.

(b) The technical study on the effects of article 27 of the International Covenant on Civil and Political Rights in terms of providing guarantees of equality to members of minorities is being prepared for issuance.

II. TRUST FUND FOR THE PROGRAMME FOR THE DECADE FOR ACTION TO COMBAT RACISM AND RACIAL DISCRIMINATION

57. Since the previous report of the Secretary-General (E/1992/66), the following States have made contributions to the Trust Fund for the Second Decade: Bangladesh: \$449; St. Vincent and the Grenadines: \$1,000. As at 12 November 1992, the available balance was \$39,137. The current situation of the Trust Fund is still far from encouraging, notwithstanding repeated appeals made by the General Assembly, the Economic and Social Council and the Secretary-General for additional contributions. It is essential for substantial contributions to be paid into the Fund on a regular basis if effective action is to be taken against racism and racial discrimination.

III. DRAFT PROGRAMME OF ACTION FOR THE THIRD DECADE TO COMBAT RACISM AND RACIAL DISCRIMINATION (1993-2003)

58. The draft which follows is submitted to the Council for its consideration after being revised in light of observations made in the General Assembly and the Commission on Human Rights. It also contains proposals from the Committee on the Elimination of Racial Discrimination.

Draft programme of action for the third decade to combat racism and racial discrimination (1993-2003)

A. Introduction

1. It is suggested that the goals and objectives of the third decade to combat racism and racial discrimination be those adopted by the General Assembly for the first Decade and contained in paragraph 8 of the annex to General Assembly resolution 3057 (XXVIII):

"The ultimate goals of the Decade are to promote human rights and fundamental freedoms for all, without distinction of any kind on grounds of race, colour, dissent or national or ethnic origin, especially by eradicating racial prejudice, racism and racial discrimination; to arrest any expansion of racist policies, to eliminate the persistence of racist policies and to counteract the emergence of alliances based on mutual espousal of racism and racial discrimination; to resist any policy and practices which lead to the strengthening of the racist regimes

and contribute to the sustainment of racism and racial discrimination; to identify, isolate and dispel the fallacious and mythical beliefs, policies and practices that contribute to racism and racial discrimination; and to put an end to racist regimes."

2. In drawing up suggested elements for the programme of action for the third decade, account has been taken of the fact that current global economic conditions have caused many Member States to call for budgetary restraint, which in turn requires a conservative approach to the number and type of programmes for action which may be considered at this time. The Secretary-General also took into account the relevant suggestions made by the Committee on the Elimination of Racial Discrimination at its forty-first session. The elements presented below are suggested as those which are essential, should resources be made available to implement them.

B. Measures to ensure a peaceful transition from apartheid to a democratic, non-racial regime in South Africa

3. Recently, there have been signs of change in South Africa, notably the abolition of such legal pillars of apartheid as the Group Areas Act, the Land Areas Act and the Population Registration Act. Although there is reason to be hopeful that South Africa is moving into the mainstream of the international community, the transition period may prove to be difficult and dangerous. Fierce political competition between political parties and ethnic groups has in fact already lead to bloodshed.

4. The General Assembly and the Security Council should therefore continue to exercise constant vigilance with regard to South Africa until a democratic regime is installed in that country. These two bodies might, moreover, consider initiating a mechanism to advise and assist the parties concerned in order to bring apartheid to an end not only in law but also in fact. Reference should be made to Security Council resolution 765 (1992) urging the South African authorities to bring an effective end to the violence and bring those responsible to justice.

5. The Assembly may also wish to continue to examine the relevant work undertaken by the established United Nations bodies in the fight against apartheid, i.e. the Special Committee against Apartheid, the Group of Three and the Ad Hoc Working Group of Experts on southern Africa.

C. Measures to remedy the legacy of cultural, economic and social disparities left by apartheid

6. Action will be needed to rectify the consequences of apartheid in southern Africa, since the policy of apartheid has entailed the use of State power to increase inequalities between racial groups. The knowledge and experience of human rights bodies dealing with racial discrimination could be most useful in promoting equality. Assistance to the victims of the political antagonisms resulting from the process of dismantling

apartheid must also be given the greatest attention, and international solidarity on their behalf should be intensified.

7. The Centre for Human Rights could offer technical assistance in the field of human rights to South Africa during and after the transition period. A cycle of seminars intended to encourage the advent of an egalitarian society could be envisaged, in cooperation with the specialized agencies and United Nations secretariat units concerned, which could include the following:

(a) Seminar on measures to be taken on behalf of the disadvantaged groups in South African society in the cultural, economic and social fields ("positive discrimination");

(b) Seminar on the effects of racial discrimination on the health of members of disadvantaged groups;

(c) Training courses in human rights for the South African police force, military and judiciary.

8. In addition, and in cooperation with the democratically elected South African Government, UNESCO might undertake a project for the total revision of the South African education system in order to eliminate all methods and references of a racist character.

D. Action at the international level

9. During the discussion in the Economic and Social Council at its substantive session of 1992 on the Second Decade to Combat Racism and Racial Discrimination, many delegations expressed their concern with regard to new expressions of racism, racial discrimination, intolerance and xenophobia in various parts of the world. In particular these affect the minorities, ethnic groups, migrant workers, indigenous populations, nomads, immigrants and refugees.

10. The biggest contribution to the elimination of racial discrimination will be that which results from the actions of States within their own territories. International action undertaken as part of any programme for the third decade should therefore be directed so as to assist States to act effectively. The International Convention on the Elimination of All Forms of Racial Discrimination has established standards for States, and every opportunity should be seized to ensure that these are universally accepted and applied.

11. The Assembly could consider more effective action to ensure that all States parties to the International Convention on the Elimination of All Forms of Racial Discrimination fulfil their reporting and financial obligations. National action against racism and racial discrimination could be monitored and improved by requesting an expert member of the Committee on the Elimination of Racial Discrimination to prepare a report on obstacles encountered with respect to the effective implementation of the Convention by States parties and suggestions for remedial measures.

12. The Assembly may wish to propose the holding of regional workshops and seminars. A team from the Committee should be invited to monitor these meetings. The following themes are suggested for the seminars:

(a) Seminar to assess the experience gained in the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination. The seminar would also assess the efficiency of national legislation and recourse procedures available to victims of racism;

(b) Seminar on the eradication of incitement to racial hatred and discrimination, including the prohibition of propaganda activities and of organizations involved in them;

(c) Seminar on the right to equal treatment before tribunals and other judicial institutions, including the provision of reparation for damages suffered as a result of discrimination;

(d) Seminar on the transmission of racial inequality from one generation to another, with special reference to the children of migrant workers and the appearance of new forms of segregation;

(e) Seminar on immigration and racism;

(f) Seminar on international cooperation in the elimination of racial discrimination, including cooperation between States, the contribution of non-governmental organizations, national and regional institutions, United Nations bodies and petitions to treaty-monitoring bodies;

(g) Seminar on the enactment of national legislation to combat racism and racial discrimination affecting ethnic groups, migrant workers and refugees (in Europe and North America);

(h) Seminar on flows of refugees due to ethnic conflicts or political restructuring of multi-ethnic societies in socio-economic transition (Eastern Europe, Africa and Asia) and their link with racism in the host country;

(i) Training course on national legislation prohibiting racial discrimination for nationals from countries with and without such legislation;

(j) Regional seminars on nationalism, ethno-nationalism and human rights could also provide an opportunity for broadening knowledge of the causes of today's ethnic conflicts and particularly of the so-called policy of "ethnic cleansing", in order to provide solutions.

13. The Assembly may wish to propose to the Department of Public Information of the United Nations Secretariat that it undertake specific activities that could be carried out by Governments and relevant national non-governmental organizations to commemorate the International Day for the Elimination of Racial Discrimination on 21 March each year. Support should be sought from artists as well as religious leaders, trade unions,

enterprises and political parties to sensitize the population on the evils of racism and racial discrimination.

14. The Department of Public Information may also publish its posters for the third decade and informative brochures on the activities planned for the decade. Documentary films and reports, as well as radio broadcasts on the damaging effects of racism and racial discrimination should, moreover, be considered.

15. In cooperation with UNESCO and the Department of Public Information, the General Assembly could support the organization of a seminar on the role of mass media in combating or disseminating racist ideas.

16. In cooperation with the ILO, the possibility of organizing a seminar on the role of trade unions in combating racism and racial discrimination in employment could be explored.

17. The General Assembly could consider requesting UNESCO to expedite the preparation of teaching materials and teaching aids to promote teaching, training and educational activities against racism and racial discrimination, with particular emphasis on activities at the primary and secondary levels of education.

18. The General Assembly may also wish to call upon Member States to make special efforts to:

(a) Promote the aim of non-discrimination in all educational programmes and policies;

(b) Give special attention to the civic education of teachers. It is essential that teachers be aware of the principles and essential content of the legal texts relevant to racism and racial discrimination and of how to deal with the problem of relations between children belonging to different communities;

(c) Teach contemporary history at an early age, presenting children with an accurate picture of the crimes committed by fascist and other totalitarian regimes, and more particularly of the crimes of apartheid and genocide;

(d) Ensure that curricula and textbooks reflect anti-racist principles and promote intercultural education.

E. Action at the national and regional levels

19. The following questions may be addressed in the context of action to be undertaken at the national and regional levels: have there been any successful national models to eliminate racism and racial prejudices that could be recommended to States, e.g. for educating children, or principles of equality to tackle racism against migrant workers, ethnic minorities, indigenous peoples etc.? What kind of affirmative action programmes are

there at the national or regional level to redress discrimination against specific groups?

20. The General Assembly may wish to recommend States that have not yet done so to adopt, ratify and implement legislation prohibiting racism and racial discrimination, such as the International Convention on the Elimination of All Forms of Racial Discrimination, the International Convention on the Suppression and Punishment of the Crime of Apartheid and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

21. The General Assembly could recommend Member States to review their national programmes to combat racial discrimination and its effects in order to identify and to seize opportunities to close gaps between different groups, and especially to undertake housing, educational and employment programmes that have proved to be successful in combating racial discrimination and xenophobia.

22. The Assembly could recommend that Member States encourage the participation of journalists and human rights advocates from minority groups and communities in the mass media. Radio and television programmes should increase the number of broadcasts produced by and in cooperation with racial and cultural minority groups. Multicultural activities of the media should also be encouraged where they can contribute to the suppression of racism and xenophobia.

23. The General Assembly could recommend regional organizations to cooperate closely with United Nations efforts in combating racism and racial discrimination. Regional organizations dealing with human rights issues could mobilize public opinion in their regions against the evils of racism and racial prejudices directed towards disadvantaged racial and ethnic groups. These institutions could serve an important function in assisting Governments to enact national legislation against racial discrimination and promote adoption and application of international conventions. Regional human rights commissions should be called upon to publicize widely basic texts on existing human rights instruments.

F. Basic research and studies

24. The long-term viability of the United Nations programme against racism and racial discrimination will depend in part on continuing research into the causes of racism and into the new manifestations of racism and racial discrimination. The General Assembly may wish to examine the importance of preparing studies on racism. Following are some aspects to be studied:

(a) Study of the application of article 2 of the International Convention on the Elimination of All Forms of Racial Discrimination. Such a study might assist States to learn from one another the national measures undertaken to implement the Convention;

(b) Study of the economic factors contributing to perpetuation of racism and racial discrimination;

(c) Integration or preservation of cultural identity in a multiracial or multi-ethnic society;

(d) Study of political rights, including the participation of various racial groups in political processes and their representation in government service;

(e) Study of civil rights, including migration, nationality and freedom of opinion and association;

(f) Study of educational measures to combat racial prejudice and discrimination and to propagate the principles of the United Nations;

(g) Studies of the socio-economic costs of racism and racial discrimination;

(h) Global integration and the question of racism and the nation State;

(i) National mechanisms against racism and racial discrimination in the fields of immigration, employment, salary, housing, education and ownership of property.

G. Coordination and reporting

25. It may be relevant to recall that in its resolution 38/14 of 2 November 1973 proclaiming the Second Decade to Combat Racism and Racial Discrimination, the General Assembly charged the Economic and Social Council with coordinating the implementation of the programme and evaluating the activities. The Assembly may wish to consider the following steps to strengthen the United Nations input into the third decade to combat racism and racial discrimination:

(a) The General Assembly may wish to entrust the Economic and Social Council or the Commission on Human Rights, in cooperation with the Secretary-General, with the responsibility for coordinating the programmes and evaluating the activities undertaken in connection with the third decade;

(b) The Secretary-General could be invited to provide specific information on activities against racism, to be contained in one annual report which would be comprehensive in nature and allow a general overview of all mandated activities. This would facilitate coordination and evaluation;

(c) An open-ended working group of the Commission on Human Rights, or other appropriate arrangements under the Commission, may be established to review decade-related information, on the basis of annual reports referred to above, as well as relevant studies and reports of seminars, so as to assist the Commission in formulating appropriate recommendations to the Economic and Social Council on particular activities, allocation of priorities, etc.

26. Furthermore, an inter-agency meeting might be organized immediately after the proclamation of the third decade, in 1994, with a view to planning working meetings and other activities.

H. Regular system-wide consultations

27. On an annual basis, consultations between the United Nations, specialized agencies and non-governmental organizations would take place to review and plan decade-related activities. In this framework, the Centre for Human Rights would organize inter-agency meetings to consider and discuss further measures to strengthen the coordination and cooperation of programmes related to the issues of combating racism and racial discrimination.

28. The Centre for Human Rights would also strengthen the relationship with non-governmental organizations fighting against racism and racial discrimination by holding consultations and briefings with the non-governmental organizations. Such meetings could help them to initiate, develop and present proposals regarding the struggle against racism and racial discrimination.

29. Should the General Assembly approve the suggested elements of the programme of action for the third decade, the Secretary-General would include the activities to be carried out during the decade, as well as the related resource requirements in the proposed programme budgets, which will be submitted biennially, during the decade, starting with the proposed programme budget for the biennium 1994-1995.



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OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Activities of the United Nations Revolving Fund for Natural Resources Exploration

Report of the Administrator of the United Nations Development Programme

SUMMARY

The Economic and Social Council will have before it a report of the Administrator of the United Nations Development Programme (UNDP) on the activities of the United Nations Revolving Fund for Natural Resources Exploration in 1991-1992. The report is submitted in compliance with Economic and Social Council resolution 1762 (LIV), paragraph 1 (o), and conforms to biennial reporting established by the General Assembly. The report provides information on programme activities, finance and management and complements the annual report of the Administrator: main programme record and UNDP-administered funds.

The financial presentation indicates the restraints imposed by the decrease in core resources, but also points to the continued support of the developing countries. Despite that decrease in core resources, the success of the Fund's efforts to assist developing countries explore their mineral resources and attract investment funds to exploit those resources should be noted. The management of the Fund was merged with that of the United Nations Fund for Science and Technology for Development in 1991. The need for new and higher levels of contributions to the Fund is brought to the attention of the Council.

* E/1993/100.

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I. PROGRAMME OVERVIEW

1. The United Nations Revolving Fund for Natural Resources Exploration continued operations on a much-reduced scale compared with that of the 1980s. The successful projects, such as those of Ecuador and the Philippines, were both in production during the reporting period; and it was the latter project that provided the Fund's first replenishment. That of Ecuador on the other hand had not yet made a replenishment owing to failure to achieve 60 per cent of the rated capacity. Several other successful projects such as those of Honduras, Guatemala, Peru and Bolivia were awaiting private investment to exploit the Fund's discoveries. In that regard, the Fund concentrated on assisting those countries in attracting the investment required, and assistance was in the form of legal advice in preparing international bidding documents to stimulate the interest of private international mining companies.

2. Although the Fund did not receive the level of voluntary contributions required, the operations were cost-efficient. The increased utilization of national professionals, and local consultants and consulting firms, contributed to lower costs. In addition the merging of the United Nations Revolving Fund for Natural Resources Exploration and the United Nations Fund for Science and Technology for Development resulted in a 50 per cent reduction in staff at headquarters which was consistent with a system-wide staff reduction. Despite this, the Fund continued its operations and in 1992 discovered a gold deposit in the United Republic of Tanzania which will be drilled in 1993.

3. Several requests for assistance in mineral exploration activities in the developing countries have been received by the Fund. Unfortunately, the level of voluntary contributions was insufficient to respond positively to all requests. It is very encouraging that the developing countries support the Fund not only morally, but also financially in spite of their financial constraints. The Fund will continue its catalytic role in mineral resource development.

II. PROGRAMME ACTIVITIES

4. During 1991-1992, pre-investment follow-up activities for the Fund's successful mineral discoveries were concentrated in Honduras, Guatemala and the Philippines. During 1992, the Fund had six ongoing mineral exploration projects and seven projects in the active pipeline. (See annex I to this report, which constitutes a list of Fund mineral sector projects as of 31 December 1992.)

A. Ongoing projects

5. The Final Report of the Exploration for Gold in the Suches area, Bolivia, was completed and submitted to the Bolivian Government in October 1992. A reported mineral deposit was claimed that will entitle the Fund to replenishment contributions when the deposit goes into production.

6. China confirmed through the Geological Survey of Fujian Province receipt of the Final Report on the Exploration for Pyrophyllite Deposits. This successful project will generate future replenishment payments to the Fund.

7. The Government of Guatemala received the Final Report of the Exploration for Precious and Base Metals in Guatemala in September 1992. The discovery of a significant gold deposit, El Pato, is claimed in the Report.

8. The Final Report of the Exploration for Precious and Base Metals in Honduras was prepared in three parts and submitted to the Government in January 1992. Two economically viable mineral discoveries, the Yuscarán silver-gold deposit and the Quita Gana copper-zinc-lead-silver deposit, were claimed.

9. Chromite exploration in the Philippines continued with test pitting in the Mahayahay target area. A series of concentration tests were carried out to determine controlling factors in the recovery of the finest fractions of chromite. Chromite exploration was expected to be completed by March 1993. In addition, the Fund assessed additional areas offered by the Government and announced its readiness to explore for epithermal gold deposits in northern Surigao.

10. In the United Republic of Tanzania, the exploration for gold in the Canuck and Geita areas started in February 1992. Field activities were completed in the Nyamulilima Block of the Geita area and in October 1992 work was initiated in the Geita Hill Block of the same area. A gold-bearing mineralized zone was discovered measuring approximately 3 kilometres in length and 10 metres in width. Trenches were sampled and revealed grades ranging from 3 to over 10 grams per ton. Further work was planned to investigate the depth continuity of that zone.

B. Pre-investment follow-up activities

11. The Fund's discovery of the Yuscarán silver-gold deposit in Honduras has attracted several private investors, both local and foreign. During 1992, the Fund's assistance to the Government of Honduras in follow-up activities was nearing completion. Documents for international bidding were prepared and the advertising campaign to attract international mining companies to develop the Yuscarán deposit was ready to be launched.

12. During the reporting period, the Fund's activities in Guatemala were aimed at assisting the Government in preparing the Convocatoria for publication. This call for bids to develop the El Pato gold deposit was scheduled for publication in January 1993.

13. The reimbursable loan to the Congo for the feasibility study of the offshore phosphorite deposit discovered by the Fund was due. The Fund initiated steps to collect this loan payable in accordance with the terms of the loan agreement. By the end of 1992, no payment had been received.

C. Pipeline projects

14. Project development activities continued throughout the reporting period and the Fund responded to several requests from developing countries for assistance in mineral exploration programmes. Among the potential recipients were Guinea, Mongolia, Myanmar, Namibia, the Democratic People's Republic of

Korea, Sri Lanka and Viet Nam. Concrete proposals have been received from these countries and in the case of Guinea a request was received for assistance in the exploration for base and precious metals and diamonds. In Sri Lanka, a project to explore for heavy-mineral beach sands rich in monazite, ilmenite, rutile and zircon was scheduled for start-up in December 1992. Following a mission in October 1992 a decision was made to postpone field activities until December 1993. In Viet Nam, the Project Agreement to Explore for Zinc and Lead was sent to the Government for signature. Owing to some unexpected difficulties in defining the excluded area, the ratification of the Agreement by the National Assembly was delayed. Requests for assistance were evaluated for the following countries: the Democratic People's Republic of Korea, for hard rock and alluvial gold; Namibia, for base and precious metals; Myanmar, for base metals, gold and diamonds; and Mongolia, for gold. With a pipeline of defined projects, it is hoped that sufficient funds will become available for the Fund to support those projects.

15. The Fund has in the pipeline, geothermal projects - in Nicaragua, Costa Rica, Mexico and China - of a particularly high potential for success. However, project execution is subject to the availability of funds.

III. FINANCE AND ADMINISTRATIVE MATTERS

16. The financial picture of the Fund is presented in annex II, entitled "United Nations Revolving Fund for Natural Resources Exploration: resource availability and utilization"; annex III, entitled "United Nations Revolving Fund for Natural Resources Exploration: voluntary contributions received for 1992 and prior years"; and annex IV, entitled "Non-core resources received since the creation of the United Nations Revolving Fund for Natural Resources Exploration". The Government of Italy has for the first time contributed to core resources, providing 1 billion lire (equivalent to US\$ 896,000) in 1991 and 1 billion lire (equivalent to US\$ 854,700) also in 1992. Receipt of a regular annual contribution in this amount from the Government of Italy is anticipated. Fund project expenditures from core resources amounted to \$2.2 million for 1991 and \$1.54 million for 1992.

17. The United Nations Revolving Fund for Natural Resources Exploration, which operates now under common management with the United Nations Fund for Science and Technology for Development, reduced its administrative expenditure from \$1.44 million in 1990 to \$1.09 million in 1991 and to \$0.96 million in 1992. This reduction has been achieved through attrition and redistribution of work to keep vacant posts unfilled.

Annex I

UNITED NATIONS REVOLVING FUND FOR NATURAL RESOURCES EXPLORATION:
LIST OF PROJECTS AS OF 31 DECEMBER 1992

MINERAL SECTOR

Country	Principal target minerals	Status
A. <u>Pre-investment follow-up</u>		
Philippines	Chromite	The discovery of 1-2 million tons of chromite at Bel-At Kong King was partially mined by small-scale miners. The Fund received its first replenishment from this discovery. Investment follow-up activities will ensure continued replenishment payments to the Fund.
Honduras	Gold, silver	During 1991 the Fund provided legal assistance to the Government to draft bidding documents for the development of the Yuscarán deposit and to determine the best way to develop another discovery, Quita Gana, a deposit of copper, lead, zinc and silver. The Final Report (part II) on this latter property was submitted to the Government in 1991.
Guatemala	Gold and base metals	Following the completion of exploration activities and the discovery of the El Pato gold deposit, the fund assisted the Government in attracting mining companies to develop the deposit. International bidding documents were prepared and the call for bids was scheduled to be published early in 1993.
B. <u>Ongoing projects</u>		
Bolivia	Gold	Field activities were completed in 1991 with the discovery of a placer gold deposit in the Suches area, north-west of La Paz. The Final Report was prepared and submitted to the Government in October 1992.

Country	Principal target minerals	Status
China	Pyrophyllite	This project was completed with the identification of 5.5 million tons of good-grade pyrophyllite in the Donzi area and 4 million tons in the Lingli area. With Italian cofinancing, approximately 4,800 metres were drilled in a subsequent phase that was completed in 1991. The Final Report claiming a discovery was submitted to the Government in 1992.
Philippines	Chromite, gold	Chromite exploration in the Philippines was concentrated in the Mahayahay target area where tests were carried out to determine the recovery factors of the finest fractions of chromite. The Government has offered to the Fund additional areas with epithermal gold targets which the Fund has evaluated.
Guatemala	Gold, base metals	The Final Report on the El Pato gold discovery was submitted to the Government. A mineral discovery was claimed.
Honduras	Base and precious metals	The Final Report was submitted to the Government claiming two mineral discoveries - Yuscarán (silver-gold) and Quita Gana (copper-zinc-lead-silver).
United Republic of Tanzania	Gold	An agreement for exploration of gold in an area south of Lake Victoria was signed in May 1990 and ratified in September 1990. Fieldwork began in February 1992 and by December 1992 the Fund had delineated a gold-bearing zone with a strike of 3 kilometres and width of approximately 10 metres in one of three target areas. Trenches revealed grades ranging from 3 to 10 grams over an average width of 5 metres.

C. Project development activities: pipeline

Democratic People's Republic of Korea	Gold	In response to an official request for assistance from the Government an evaluation mission was carried out. Funding is being sought to implement a project.
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Country	Principal target minerals	Status
Guinea	Base and precious metals, gemstones	An official request for assistance to explore for base and precious metals together with gemstones was received and evaluated by the Fund.
Mongolia	Gold	An identification/evaluatory mission was undertaken by the Fund to search for possible gold targets.
Myanmar	Base and precious minerals, diamonds	An official request was received from the Government for the Fund's assistance in mineral exploration. Five areas were suggested and an evaluatory mission was carried out in 1991.
Namibia	Base and precious minerals	The Ministry of Mines and Energy requested the Fund to send a mission to Namibia with the major objective of selecting specific exploration projects. An evaluation mission was carried out in 1992.
Sri Lanka	Monazite, limenite, rutile	A project to explore for heavy-mineral beach sands was approved in April 1990. In October 1992, a mission was mounted to implement field activities by December 1992. Owing to financial scheduling, the Fund postponed the start of field operations to December 1993.
Viet Nam	Zinc, lead	Following an evaluation mission, a project for zinc-lead exploration was selected. The project recommendation was prepared and submitted to the Government.

Annex II

UNITED NATIONS REVOLVING FUND FOR NATURAL RESOURCES
EXPLORATION: RESOURCE AVAILABILITY AND UTILIZATION

(Millions of United States dollars)

	<u>Actual</u>			<u>Estimated</u>		
	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>
I. <u>Availability of resources</u>						
Balance as at 1 January	<u>5.09</u>	<u>3.98</u>	<u>5.42</u>	<u>4.24</u>	<u>3.79</u>	<u>2.27</u>
Additional resources received						
Voluntary contributions	1.06	0.27	0.04	0.14	0.25	0.25
Cost-sharing contributions	0.35	0.78	0.00	0.04	0.10	0.10
Sub-trust fund contributions	2.15	4.33	0.25	1.25	1.20	1.30
Interest and other income	0.47	0.41	0.34	0.13	0.10	0.10
Transfer of income from other trust funds	0.00	0.01	0.00	0.00	0.00	0.00
	<u>4.03</u>	<u>5.80</u>	<u>0.63</u>	<u>1.56</u>	<u>1.65</u>	<u>1.75</u>
Total	<u>9.12</u>	<u>9.78</u>	<u>6.05</u>	<u>5.80</u>	<u>5.44</u>	<u>4.02</u>
II. <u>Utilization of resources</u>						
Project costs						
General resources and cost-sharing	0.65	0.97	0.49	0.38	0.80	0.80
Sub-trust funds	3.31	2.48	0.49	1.12	1.50	1.00
Reimbursement of agency support costs	0.31	0.24	0.14	0.10	0.20	0.20
Biennial budget expenditure	0.83	0.66	0.67	0.41	0.67	0.67
Extrabudgetary activities	<u>0.03</u>	<u>0.01</u>	<u>0.02</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>
Total	<u>5.13</u>	<u>4.36</u>	<u>1.81</u>	<u>2.01</u>	<u>3.17</u>	<u>2.67</u>
III. <u>Balance of resources as at 31 December</u>						
General resources	3.77	3.44	2.49	1.92	1.57	0.65
Non-core resources	<u>0.21</u>	<u>1.98</u>	<u>1.75</u>	<u>1.87</u>	<u>0.70</u>	<u>0.70</u>

	<u>Actual</u>			<u>Estimated</u>		
	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>
IV. <u>Resources available for further programming</u>						
General resources as at 31 December (as in III above)	3.98	5.42	4.24	3.79	2.27	1.35
Less: unspent project allocations	<u>5.17</u>	<u>2.73</u>	<u>3.77</u>	<u>2.42</u>	<u>1.00</u>	<u>0.70</u>
Balance available as at 31 December	<u>(1.19)</u>	<u>2.69</u>	<u>0.47</u>	<u>1.37</u>	<u>1.27</u>	<u>0.65</u>

Annex III

UNITED NATIONS REVOLVING FUND FOR NATURAL RESOURCES EXPLORATION:
VOLUNTARY CONTRIBUTIONS FOR 1992 AND PRIOR YEARS

Donor	Balance 31 December 1991 <u>a/</u>	Additions and adjustments <u>b/</u>	Collected	Balance 31 December 1992
Belgium	151 515	0	0	151 515
Chile	4 000	0	0	4 000
China	10 000	10 000	10 000	10 000
Ghana	0	2 000	0	2 000
Indonesia	10 000	10 000	10 000	10 000
Italy	0	854 701	854 701	0
Japan	0	1 300 000	1 300 000	0
Kenya	40 000	0	0	0
Rwanda	500	0	0	500
Total	216 015	2 176 701	2 174 701	218 015

a/ Excluding pledges made in 1991 for 1992.

b/ Including 1992 pledges.



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OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Progress report on the implementation
of General Assembly resolution 47/199

Report of the Secretary-General

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I. INTRODUCTION AND SUMMARY

Introduction

1. The present progress report, prepared in accordance with paragraph 54 of General Assembly resolution 47/199 of 22 December 1992, is being submitted only a few months after the adoption of the resolution. It is therefore of a preliminary character as regards some of the provisions of the resolution. None the less, given the fact that resolution 47/199 builds directly on the reforms called for by the General Assembly in resolution 44/211 of 22 December 1989, and that action is under way in the implementation of the latter resolution, the report provides information on the progress made in such essential areas as programme approach, national execution, decentralization and training.
2. The report reflects the concept contained in paragraph 2 of resolution 47/199, in which the Assembly stressed the need to implement all the elements of resolution 44/211 in a coherent manner, keeping in mind their interlinkages. Such an approach is essential given the inherent operational linkages among the various provisions of both resolutions. This first progress report therefore takes a comprehensive approach, grouping all elements under four related headings: programme development and implementation; programme support; resident coordinator system; and thematic issues.
3. The United Nations system considers that the full implementation of resolution 47/199 requires concerted collective and individual action by all organizations of the system engaged in operational activities for development, within the scope of their institutional mandates and guidance of their governing bodies. To ensure this coherence and complementarity of action, the Assembly, in paragraph 53 of the resolution, provided for: "an appropriate management process containing clear guidelines, targets, benchmarks and time-frames". Thus, these elements of a management plan are presented as an integral part of the report, together with up-to-date information on progress made on each major subject.
4. Since the beginning of 1993, energetic steps have been taken by the United Nations system to pursue the implementation of reforms generated by Assembly resolution 44/211, while initiating action on new provisions of Assembly resolution 47/199. Thus, The Consultative Committee on Programme and Operational Questions (CCPOQ) of the Administrative Committee on Coordination (ACC) devoted a large part of its first session of 1993 to achieving agreement on common interpretations of the programme approach and national execution, and on the best manner of proceeding with the country strategy note. Moreover, it reviewed the overall work-plan and mechanisms to make further progress on such matters as decentralization, simplification and harmonization of rules and procedures - including in the area of evaluation, monitoring and audit - as well as the resident coordinator system and training. An inter-sessional meeting of CCPOQ in early June reviewed progress and the work-plan prior to the present session of the Economic and Social Council.
5. Furthermore, the Joint Consultative Group on Policy (JCGP) initiated action at its high-level meeting in January involving various aspects of the resolution, and assigned specific tasks to its various subgroups. Progress was reviewed periodically at its General Meeting, most recently on 21 May. The

high-level meeting met again in extraordinary session on 18 April to deal with the implementation of the resolution, particularly the country strategy note, the resident coordinator system and common premises.

6. The work of these inter-agency mechanisms, and their various subgroups and ad hoc working groups, form the backbone of common action by the funds, programmes and specialized agencies of the United Nations system. Moreover, the United Nations is providing the required overall guidance. The results achieved and plans made are reflected in the present progress report.

7. Furthermore, the Assembly, in paragraphs 51 and 54 of resolution 47/199, ensured that action taken by governing bodies of the United Nations system and the executive heads would be incorporated in the progress reports for 1993 and 1994. The relevant information will be made available to the Economic and Social Council separately.

8. The Secretary-General was requested, in paragraph 52 of resolution 47/199, "to ensure that the provisions of the present resolution are fully implemented by all the organs, organizations and bodies of the United Nations system". In discharging that task, he requested the Under-Secretary-General for Policy Coordination and Sustainable Development to take primary responsibility for coordinating the implementation of the resolution.

9. Moreover, as concerns action at the country level, the Secretary-General indicated in a letter to all resident coordinators that he considered it of the utmost importance that they and senior colleagues of the United Nations system considered carefully the implications of the resolution and worked towards its full implementation. Furthermore, he requested the Under-Secretary-General, who assists the Secretary-General in providing policy guidance to operational programmes and field offices, to take the necessary follow-up action. Subsequently, letters were issued by the Under-Secretary-General to resident coordinators, as well as to the executive heads of funds, programmes and specialized agencies to initiate action on various matters. The executive heads of JCGP and other United Nations organizations have issued follow-up letters in support of a joint effort in the implementation of the resolution. This process of consultation and cooperation will be intensified over the course of the implementation of the resolution.

Summary

10. The report is organized on the basis of the following considerations: (a) the coherent and comprehensive implementation of all elements of Assembly resolution 47/199, building on the work resulting from Assembly resolution 44/211; (b) an overall management plan, in accordance with paragraph 53 of resolution 47/199, used as a central organizing concept of the report, indicating targets and guidelines and related progress, and complemented by an overview work programme containing also benchmarks (see annex I below); (c) information on measures taken by the governing bodies and executive heads of the funds, programmes and specialized agencies of the United Nations system, in accordance with paragraphs 51 and 54 of resolution 47/199 (to be made available separately).

11. The report begins by placing the implementation of resolution 47/199 in the context of the current environment in which the operational activities for development within the United Nations system operate. Section II discusses some of the key factors affecting this environment, including the continuing challenges facing many developing countries; the difficult climate of development aid, in general, and of financing the operational activities provided through the United Nations system, in particular. The continuing evolution of the response of the organizations of the United Nations system in meeting the changing requirements of developing countries and in implementing new and emerging internationally established development-oriented strategies is also reviewed.

12. Section III groups together the elements of resolution 47/199 which deal with programme development and implementation. As concerns the country strategy note, progress was initiated by revising the ACC guidance note (see annex II below). The interest of recipient Governments in preparing a country strategy note is being ascertained through resident coordinators. Consultations with interested national officials is planned as part of an effort to refine practical guidelines, which translate paragraph 9 of resolution 47/199 into action in interested countries. As concerns the harmonization of programming cycles, JCGP is in the process of introducing measures to harmonize and adapt to national cycles in all countries where this is possible. It may be recalled that the Assembly, in paragraphs 13 and 22 of resolution 47/199, requested early action by the Secretary-General on two specific and related questions: a common interpretation by the United Nations system on the programme approach and national execution. Agreement on these subjects was reached at the first session of the Consultative Committee on Programme and Operational Questions (CCPOQ) of the Administrative Committee on Coordination (ACC). Sections III.C and III.D contain the results of this work.

13. Section IV deals with elements which are essentially of a management and administrative nature in support of programmes. Their overarching objective is to achieve effectiveness and efficiency through decentralization and the strengthening of capacity at the country level. A significant effort is being made to achieve harmonization and simplification of rules and procedures guiding operational activities for development, including evaluation and management audit. Specific progress is reported on the elaboration of a common manual of the United Nations system; the focus in the short term is on practical action which lightens the burden on recipient countries. Plans are being developed to substantially increase common premises in a cost-effective manner, taking into account local conditions. Training support includes an expansion to country levels and the involvement of nationals responsible for operational activities for development.

14. In section V, the report deals with the provisions of the resolution on strengthening the resident coordinator system. This important question is reviewed under four headings: (a) matters pertaining to the implementation and monitoring of ACC arrangements and guidelines on the strengthening of the resident coordinator system (sect. V.A); (b) the issue of coordination mechanisms as part of the resident coordinator system, including field-level committees (sect. V.B); the provision of substantive and financial support to strengthen the resident coordinator function (sect. V.C); broadening the recruitment of resident representatives/resident coordinators to include members

of JCGP and other organizations of the United Nations system and increasing the transparency of the selection process. On all of these issues consultations are in progress to identify appropriate action.

15. Section VI covers three thematic issues arising from resolution 47/199. As concerns science and technology for development, reference is made to action by the Commission on Science and Technology for Development and the draft resolution before the present session of the Economic and Social Council. On human development, the Council is advised of the existence of current reports on the involvement of the United Nations system in supporting human resource development and human development. Recent action with respect to support for countries undergoing economic and social reforms is also provided.

16. As concerns the annexes, the attention of the Council is drawn to annex I, which provides an overview of the work programme for the implementation of the resolution, including benchmarks. The remaining annexes contain relevant texts developed within ACC on the country strategy note, the programme approach and national execution.

II. CURRENT CONTEXT OF OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Conditions facing recipient countries

17. As noted in the World Economic Survey, 1993, the world economic situation continues to be difficult - a trend that is likely to persist in 1993 - with its inevitable consequences for the poorest countries. The average rate of growth in developing countries, stalled at 3.5 per cent in the three previous years, improved in 1992 to nearly 6 per cent, but with great diversity of growth among countries. In Asia, a dramatic rise in China's growth rate in 1992, sound financial policies and ongoing structural reforms in Bangladesh, India and Pakistan contributed to the robust performance of the region. In Latin America and the Caribbean, overall output growth slowed in 1992, to an average of 2 per cent, and in Africa to just 1 per cent.

18. The situation in some central European countries shows improvement, while the economic conditions in the former Soviet Union continues to deteriorate. Real gross national product (GNP) in the Russian Federation is estimated to have fallen about 19 per cent in 1992, after a 9 per cent decline in 1991. In many other countries of the region, output losses have been even larger. A reversal of these adverse factors is not anticipated in the near term and output is expected to decline further in 1993 in most of these countries.

19. These economic indicators are only one sign of the formidable challenges facing most recipient countries. As indicated in recent reports of the United Nations Children's Fund (UNICEF) (The State of the World's Children, 1993), the United Nations Development Programme (UNDP) (Human Development Report, 1993) and the United Nations Population Fund (UNFPA) (The State of World Population), as well as in other reports within the United Nations system, the gap between developed countries and most developing countries continues to widen on key indicators. This is particularly true as concerns income distribution, malnutrition, infant mortality rates, population rates and illiteracy. Moreover, extreme problems caused by civil unrest and other strife affect an

increasing number of persons, often among the most vulnerable population groups, placing particularly difficult demands on the operational activities for development of the United Nations system. Often considered a partner of first choice in these difficult and critical tasks, the United Nations system is seeing its capacity to respond stretched to the limit, particularly in view of a pervasive resource shortage facing practically all parts of the system.

20. As the reforms initiated by the General Assembly in resolution 44/211, and now being carried forward in resolution 47/199, are taking hold in improving the efficiency and effectiveness of operational activities, it is hoped that the confidence of donors and recipients alike will grow. This support is essential for ensuring that the benefits gained through these reforms can be translated into a real impact in recipient countries. In this connection, it should be recalled that in paragraph 3 of resolution 47/199, the Assembly stressed the need for a substantial increase in resources for operational activities for development on a predictable, continuous and assured basis, commensurate with the increasing needs of developing countries.

Resources for operational activities

21. Data on resources for operational activities covering the period 1982-1991 were provided to the General Assembly at its forty-seventh session (A/47/419, p. 15 and Add.2). Since then, provisional data for 1992 indicate significant increases of contributions in nominal terms from Governments and other sources for operational activities of the United Nations system. Contributions increased between 1991 and 1992 for UNDP and UNDP-administered funds from \$1,321.4 to \$1,586.7 million (18 per cent); contributions to UNFPA from \$272.8 to \$297.7 million (10 per cent); contributions to UNICEF from \$781.6 to \$918.6 million (17.5 per cent); and contributions for WFP from \$1,404.6 to \$1,722.4 million (22.6 per cent).

22. However, the results of the 1992 United Nations Pledging Conference for Development Activities were well below targets. Moreover, recent indications are that as a result of cutbacks in aid budgets in many donor countries, and owing to other factors, contributions to various funds and programmes, particularly core contributions, which represent their key foundation, are likely to decrease. Projections for the near future are therefore not encouraging. As a result, some funds and programmes are forced to introduce lower programme planning figures than originally established. For example, UNDP, which saw its contributions fall between 1992 and 1993, from \$1,073 million to \$930 million, had to decide that for planning purposes, resource levels should be set at 75 per cent of the established indicative planning figures (IPFs). These significant reductions in planning levels have serious consequences: not only could they undermine the ability of some funds and programmes to deliver essential services, but they could undermine efforts to achieve greater coherence in the system as a result of a more limited scope for existing programming arrangements. The reduction of these central funding resources could make it more difficult to ensure the complementarity and integrated use of special purpose trust funds.

Changing requirements and responses

23. Despite the current difficulties, the increased flexibility and dynamism of the operational activities of the United Nations are amply demonstrated by their ability to respond effectively to a wide array of changing requirements. Thus, the system is engaged in providing critical assistance in emergency situations in all regions of the world, while at the same time focusing on the imperative of also launching development-oriented activities in order to prevent more serious longer-term problems. Increasingly, the system is providing support in situations of fundamental economic and social transformation, and in relatively new fields in which the support of operational activities for development was requested only recently, including human rights, judicial reforms and law enforcement, improved governance and the electoral process. At the same time, the system continues to play a key role in helping Governments of the poorest countries plan effective action to ensure food security and to provide critical support for coordinating and attracting critically needed external assistance. These additional tasks are placed on top of the bulk of the concerns of operational activities for development involving the building of national capacity and to support national programmes in priority areas. Recent internationally approved development-oriented strategies also require the active involvement of and place demands on the operational activities within the system. These include Agenda 21 and other thematic programmes of action emanating from the governing bodies of the United Nations system and the General Assembly.

24. Thus, in appraising progress in the implementation of resolution 47/199, one needs to place current efforts at improving the functioning of operational activities into the dynamic context of ongoing, formidable and wide-ranging tasks. In this context, priority must be given to tasks which ensure the greatest impact at the country level in helping solve difficulties faced by many countries. Maintaining the inherent flexibility and responsiveness of the system is particularly relevant in this regard.

Special situation facing smaller specialized agencies

25. With the decline in UNDP funds and the change in modalities of provision of assistance, delivery levels have also declined, as have support cost reimbursements, to a point below a minimum threshold where the accumulated knowledge, experience and capacities of smaller specialized agencies is being eroded (with the danger that they cannot be easily restored when the resource situation improves), and where the mutually reinforcing roles of organizations in regard to their normative and technical cooperation activities will also suffer.

26. Greater levels of decentralization to the country level of United Nations system operations, the introduction of the programme approach and, more recently, the concept of country strategy notes have, and will increasingly have, an impact on the position of all organizations which do not have independent field representation, including the smaller agencies, thus further emphasizing the importance of strengthening the role of the resident coordinator.

27. The emphasis on multidisciplinary and programme approaches lend added importance to "upstream" work, including country-specific sectoral analyses that identify multisectoral linkages, set in the broader context of the total development effort. Thus, there is a particularly urgent need to pursue ways and means of enabling these organizations to discharge their key policy advisory, sectoral, analytical and project development roles through regular and extrabudgetary funds.

III. PROGRAMME DEVELOPMENT AND IMPLEMENTATION

General considerations

28. The programme issues covered in this section are operationally linked and thus require cohesiveness and an integrated approach which none the less respects the diversity of the system as a function of different approaches in support of similar goals, objectives and targets. While there are advantages in preserving the creative diversity of approaches, there is also a shared recognition in the United Nations system that the implementation of the provisions of Assembly resolution 47/199 in the programme area is a matter of great priority which needs to be carried out in a coherent and integrated manner. The multidisciplinary character of the support provided by the United Nations system in response to national plans and current priorities in many countries requires greater cross-sectoral linkages and a better integration of United Nations system programmes into national development efforts. This in turn requires a more coherent United Nations system response to national requirements, including by building linkages between various elements of the country strategy note (where used), the programme approach, national execution and the resident coordinator system. This section is a preliminary attempt at presenting the provisions of resolution 47/199 in the programme area from this perspective.

A. Country strategy note

Guidelines and targets

29. The country strategy note will be implemented in accordance with paragraph 9 of Assembly resolution 47/199, in which the Assembly:

"Stresses that, on the basis of the priorities and plans of recipient countries, and in order to ensure the effective integration of assistance provided by the United Nations system into the development process of countries, with enhanced accountability, and to facilitate the assessment and evaluation of the impact and sustainability of that assistance, a country strategy note should be formulated by interested recipient Governments with the assistance of and in cooperation with the United Nations system under the leadership of the resident coordinator in all recipient countries where the Government so chooses, taking into account the following:

"(a) The country strategy note should outline the contribution the United Nations development system could make to respond to the requirements

identified by recipient countries in their plans, strategies and priorities;

"(b) The contribution of the United Nations system to the country strategy note should be formulated under the leadership of the resident coordinator, in order to promote greater coordination and cooperation at the field level;

"(c) The country strategy note should be transmitted to the governing body of each funding organization as a reference for the consideration of its specific country programme;

"(d) The specific activities of each funding organization of the United Nations system, within the broad framework of the country strategy note, should be outlined in a specific country programme prepared by the recipient Government with the assistance of the funding organizations."

30. The introduction of the country strategy note will involve the following elements:

(a) Consultations with recipient Governments to ascertain their interest in the country strategy note;

(b) Where Governments choose a country strategy note, the assistance and cooperation of the United Nations system will be available, in accordance with the provisions of the resolution;

(c) Establishment of linkages between the country strategy note and other elements in the programme area as foreseen in paragraphs 9 and 39 of resolution 47/199;

(d) Elaboration of an operational framework in early 1994 on the basis of acquired experience by monitoring and assessing the implementation of the country strategy note, and by consulting national officials of countries having chosen a country strategy note;

(e) Preparation of progress reports for submission to the Economic and Social Council in 1993 and 1994 and a full assessment in 1995 in the context of the triennial comprehensive policy review.

Progress

31. Further to the adoption of resolution 47/199 and in order to provide support to interested Governments and to resident coordinators, as well as to United Nations system field representatives, CCPOQ developed a note for the implementation of the country strategy note in countries that choose to adopt this approach (see annex II below). In the course of the implementation of the country strategy note, experience will be reviewed to help refine guidelines by spring in consultation with national officials, resident coordinators and United Nations system field teams, and United Nations system organizations.

32. In order to initiate the process of implementation, letters were issued to the resident coordinators and representatives of the funds and programmes of the

United Nations system. The letters emphasized that it was up to each Government to decide whether it wished to utilize the country strategy note. They also provided initial guidance on the process in countries selecting the country strategy note. Preliminary information shows that a number of Governments are considering choosing a country strategy note. In these cases, the required support will be provided.

33. The experience acquired over the next year will be utilized to prepare more refined guidelines for use in countries choosing the country strategy note. Particular attention will be paid to the views and experience of national officials and United Nations system country teams, including through a seminar to be organized later in 1993.

B. Harmonization and adaptation of programming cycles

Guidelines and targets

34. In paragraph 10 of resolution 47/199, the General Assembly reaffirmed that funds and programmes of the United Nations should harmonize their cycles and adapt them to national budget cycles, plans and strategies. The JCGP Subgroup on Harmonization is guiding the implementation of this provision through regional working groups.

35. In the implementation of this provision of the resolution, the following targets were established by JCGP:

(a) To achieve by 1996 80 per cent coverage of countries as concerns the harmonization of programming cycles of UNFPA, UNDP and UNICEF and to relate them to WFP projects;

(b) In countries with a national plan, or its equivalent, to adapt the programming cycles of these three organizations, in accordance with the preference of the recipient country, to the plan (either one year before the plan, the same year or a year after the plan);

(c) In countries without formal plans or their equivalent, to harmonize the programming cycles among themselves, taking into account the needs of governing bodies.

Progress

36. JCGP is in the process of taking action to achieve 80 per cent coverage in the harmonization and adaptation of programming cycles over the next two years. CCPOQ is also expected to consider this matter. The wishes of recipient Governments will be taken into account, as well as the needs of governing bodies. A country-by-country review is being carried out as part of an overall planning and monitoring effort by the JCGP Subgroup on Harmonization.

C. Programme approach

Guidelines and targets

37. In paragraph 13 of resolution 47/199, the General Assembly requested the Secretary-General to promote an early agreement on a common interpretation of the programme approach, including an effective methodology for evaluation, to be applied by the United Nations system and to report on this matter to the Economic and Social Council at its substantive session of 1993. The Council was requested to evaluate "whether effective and coordinated actions are being taken on the matter by the United Nations development system" (para. 14).

38. The following targets were established:

- (a) Agreement at CCPOQ on a common interpretation;
- (b) Review by the Economic and Social Council at its substantive session of 1993;
- (c) Implementation of decisions reached by the Economic and Social Council.

Progress

39. The provisions of Assembly resolution 47/199 build on Assembly resolution 44/211, which called on all relevant governing bodies, particularly the Governing Council of UNDP, to develop more programme-oriented mechanisms for the provision of technical cooperation. In response to resolution 44/211 and other related resolutions, ACC adopted in October 1992 a common framework for the programme approach which includes objectives, definitions and guiding principles for the programme approach. Moreover, at its March 1993 session CCPOQ reviewed the subject in the light of a note prepared by the United Nations following the adoption of Assembly resolution 47/199. CCPOQ reaffirmed its commitment to the common interpretation and guiding principles adopted in 1992 (see annex II, sect. B) and agreed on a number of considerations relating to the promotion of the approach (the text agreed to by CCPOQ is reproduced in annex III, sect. A; this text will be reviewed periodically in the light of experience).

40. As regards the provisions of paragraph 13 of Assembly resolution 47/199, by which the United Nations system is required to reach early agreement on an effective methodology for evaluation as part of the programme approach, CCPOQ requested the ad hoc Inter-agency Working Group on Evaluation to take the necessary action and to report thereon at an early date. Moreover, the JCGP Subgroup on Harmonization requested JCGP members of the ad hoc Inter-Agency Working Group to prepare a work-plan on the follow-up to paragraph 13 of resolution 47/199, and to report at an early date on progress made (see sect. IV.C).

41. The growing body of experience with the programme approach in the United Nations system involves an ongoing review of concepts and practical issues in the light of experience. The requirements of governing bodies of the United Nations system regarding mandates, accountability and procedures add diversity, and to some extent complexity, to the further development of the programme

approach. As discussed in section IV.B, simplification and harmonization of rules and procedures should be undertaken keeping in view the requirement of applying the programme approach, which does not preclude the use of varying programme-component implementation modalities. Progress in simplification and harmonization would also facilitate accountability under the programme approach, a subject which is also addressed by the Assembly in resolution 47/199.

D. National execution

Guidelines and targets

42. In paragraph 22 of resolution 47/199, the Assembly requested the Secretary-General to promote an early agreement on a common interpretation of national execution to be applied by the United Nations system and to report thereon to the Economic and Social Council at its substantive session of 1993. The Council was requested to evaluate "whether effective and coordinated actions are being taken on the matter by the United Nations development system" (para. 23).

43. The following targets were established:

- (a) March 1993: agreement by CCPOQ on a common interpretation of national execution;
- (b) July 1993: review of the common interpretation at the substantive session of 1993 of the Economic and Social Council;
- (c) Implementation of decisions reached by the Economic and Social Council.

Progress

44. In response to the request of the General Assembly in resolution 47/199, agreement on a common interpretation was reached at the March 1993 session of CCPOQ. The text of a common framework is contained in annex IV below. This interpretation reaffirms that Governments have the primary responsibility for the management of their development programmes and projects, that they are accountable for these programmes and projects, and that national execution will be the norm for programmes and projects supported by the United Nations system. The CCPOQ common framework pays special attention to the role of technical agencies of the United Nations system under national execution.

45. The relationship of national execution and the programme approach is manifest in the similarity of objectives contained in the two frameworks (i.e., annexes III and IV). Eventually, it might be necessary to define the relationship between national execution and the programme approach, possibly by taking as a starting-point the fact that the programme approach is essentially a methodology for identifying programme needs, determining strategies for their implementation and for organizing development activities undertaken by Governments, sometimes with external support, while national execution is a method for the management of development activities and related assistance.

46. In considering this subject, the Economic and Social Council may keep in view that the CCPOQ common framework focuses primarily on issues arising from the tripartite relationship of UNDP, Governments and specialized agencies of the United Nations system. In this connection, the role of specialized agencies in national execution is a matter deserving continuing attention. Since the activities of UNICEF, WFP and the International Fund for Agricultural Development (IFAD) are guided by other principles, the framework's description of the roles of the technical agencies in the national execution context does not necessarily apply to these three organizations, which are fully committed to full national execution.

47. As concerns paragraph 16 of resolution 47/199, in which the Assembly refers to the principal responsibility of recipient countries in determining capacity, it might be useful to link this principle with current efforts at capacity-building. Moreover, it might be desirable to consider how best to undertake assessments of capacity to execute projects, including through the development and application of appropriate tools and methods.

IV. PROGRAMME SUPPORT

General considerations

48. Under the heading of programme support, important activities are being reviewed which form part of a broad strategy to improve the effectiveness and efficiency of the operational activities of the United Nations system at the country level, often involving management systems and internal practices of individual organizations. While a concerted effort is being made to achieve greater coordination and collaboration in these areas, the requirements of each organization, as reflected in their respective legislative mandates and regulations, make it necessary to avoid standardization and to endorse diversity. The goal is to achieve maximum coherence and efficiency, while reducing bureaucratic bottlenecks, without unduly limiting the flexibility of programmes, funds and specialized agencies to pursue their specific mandates. Owing to the shortage of resources available to parts of the system, particular difficulties arise in connection with decentralization, but also in regard to common premises and training.

A. Decentralization

Guidelines and targets

49. Action for increased decentralization of the operational activities of the United Nations system is guided, *inter alia*, by paragraphs 24 to 27 of resolution 47/199. The following targets were established:

(a) Capacity and authority for programme development and approval to be further decentralized to the field offices, together with the necessary technical and substantive expertise;

(b) Consideration of the provisions of paragraph 25 of resolution 47/199 by the governing bodies of all funds, programmes and specialized agencies concerning the prescribed limits on field-level authority within approved programmes, and the shifting of resources within approved budget lines of individual components of a programme and among components of a programme, with the aim of achieving equal and uniform decentralization, to the maximum extent possible, in the context of enhanced accountability;

(c) Achieving greater use of available national expertise and indigenous technologies;

(d) Decentralization to the country level of the procurement of expertise and equipment and placing of fellowships to avoid delays.

Progress

50. Decentralization and delegation of authority is an ongoing process in a number of organizations of the United Nations system, which has to be seen in the specific context of the mandates of the organizations, the nature of services provided by them and the funds available for operational activities for development (specific information provided individual organizations will be made

available to the Economic and Social Council separately). At the collective level, questions of decentralization and delegation of authority were addressed within the framework of ACC. At its March 1993 session, CCPOQ recalled the objectives and guiding principles on decentralization it had adopted earlier and a working group led by the World Health Organization (WHO) was seized of the matter, which will be reviewed further by CCPOQ at its next session, in September 1993.

51. The Economic and Social Council may also wish to bear in mind the steps taken by the Secretary-General in the context of the restructuring of the Secretariat in the economic and social sectors involving decentralization of activities to the country level and to regional commissions. In this connection, and as noted by the General Assembly in paragraph 8 of its resolution 47/212 B of 6 May 1993 on the review of the efficiency of the administrative and financial functioning of the United Nations, the Secretary-General's proposal relating to decentralization of activities to the field will be in accordance with Assembly resolution 47/199.

B. Simplification and harmonization

Guidelines and targets

52. Action under this heading is guided by paragraphs 29 to 34 of Assembly resolution 47/199.

53. The following targets were established:

(a) To develop common formats, rules and procedures as a critical requirement for the shift to a programme approach;

(b) To simplify, harmonize and adopt all formats, rules and procedures and periodicity of reports to promote national capacity-building and to assist Governments to integrate external assistance from different sources into their development process;

(c) To review evaluation and monitoring systems and strengthen the use of evaluation and monitoring;

(d) CCPOQ, and particularly JCGP, to give priority to simplifying, harmonizing and increasing the transparency of procedures relating to programme-component and project formulation, appraisal, implementation, monitoring and evaluation, and to reach agreement on a common United Nations system-wide manual for such procedures by July 1994.

Progress

54. A working group was established under the chairmanship of the United Nations open to interested organizations of the United Nations system for the development of a common manual, in accordance with paragraph 33 of resolution 47/199. The working group agreed on arrangements to develop the manual and undertook the initial work, involving operational definitions of the programme-component/project cycle. In the course of this work, it was

recognized that the development of a common manual should be part of a larger process aimed at simplifying and harmonizing rules and procedures. Of special importance in this regard is the need to focus initial work pragmatically on areas involving interfacing between the United Nations system and the recipient Governments. Among the areas being reviewed in a first stage are reporting requirements, project and programme-component documents and requests for information. Eventually, the efforts of the United Nations system might be related to initiatives by other donors. In the meantime, a special effort is being made to make the elaboration of the manual as practical as possible within the broader context of harmonization and simplification.

55. Given the dynamic and changing context of operational activities and the increasing emphasis being placed upon the adoption of the programme approach, consideration is being given to utilizing that approach as the organizing concept for the common manual. It is expected that agreement on a common manual can be reached in accordance with the deadline set in resolution 47/199 (i.e., July 1994), although work on this complex project may require a longer time-frame, particularly as the manual is extended to the entire United Nations system. In a related effort, the JCGP Subgroup on Harmonization is finalizing work on the harmonization of key terms in development cooperation covering concepts of programming and programme execution/implementation.

C. Evaluation, monitoring and audit

Guidelines and targets

56. Action on this subject is guided by the provisions of paragraphs 13, 30, 32 and 34 of Assembly resolution 47/199.

57. The following targets were established:

(a) To develop an effective evaluation methodology for the programme approach;

(b) To strengthen the financial and programme auditing capacity and accounting systems of recipient Governments;

(c) To redefine budgeting and related rules, procedures, processes and formats to become, output-, impact- or performance-oriented, rather than input- or supply-oriented;

(d) To put in place by no later than 1 January 1995, measures to enhance accountability at the field level, including effective harmonized programme monitoring, evaluation and management audit systems.

Progress

58. Both CCPOQ and JCGP are devoting their attention to the implementation of these provisions of resolution 47/199. In addition, the Inter-agency Working Group on Evaluation reviewed the implications of the resolution for its work programme. Over its nine years of experience, this ad hoc working group was able to achieve significant progress in reaching agreement on compatible and

harmonized evaluation methods within the member agencies, and refined the substance and techniques of evaluation within the system. Moreover, the ad hoc working group produced a glossary of evaluation terms based on initial work done by the Joint Inspection Unit, which will be helpful in conducting further work on this subject. It focused more recently on such relevant issues as country programme monitoring and evaluation, the monitoring and evaluation of nationally executed projects and programmes, thematic and ex post evaluation and the strengthening national capacity, as well as training. JCGP organizations of this working group have established a work-plan for the implementation of the relevant provisions of the resolution.

59. The audit provisions of resolution 47/199 are being handled as a distinct subject under the auspices of the JCGP Subgroup on Harmonization. A specialized task force involving officials dealing with auditing of operational activities is expected to develop an appropriate work-plan, which will be reviewed also at the level of CCPOQ.

D. Common premises

Guidelines and targets

60. Paragraphs 42 and 49 of Assembly resolution 47/199 guide work on this subject. The trend towards common premises and the consolidation of administrative infrastructures is guided also by paragraph 49. Since the adoption of the resolution, JCGP has been exploring how best to substantially increase the number of common premises over the next two years and, in this connection, to share administrative services.

61. ACC is guided by the interorganizational position on the sharing of common premises communicated in the 1991 report on the operational activities of the United Nations system (A/46/206/Add.3, para. 35). This position encourages the sharing of premises while recognizing the need to take account of conditions on an individual country basis. In particular, in a number of countries, sectoral ministries desired that, in view of the nature and extent of their collaboration on an ongoing basis, the sectoral agency of the United Nations be located in the relevant ministry. In other instances, the host government authority provides free or subsidized accommodation, a condition which would not be available under shared premises. Within these requirements, full use is being made of common premises.

Progress

62. Based on these considerations, much of the efforts at developing common premises currently involve JCGP (more detailed information or action by JCGP organizations will be made available to the Economic and Social Council separately). The JCGP Subgroup on Common Premises is engaged in planning a substantial and cost-effective expansion of common premises. In developing this plan, new financing modalities that will minimize financial costs are being developed.

E. Training

Guidelines and targets

63. Paragraphs 43 to 46 of Assembly resolution 47/199 contain important principles which are fully consistent with current action being taken through CCPOQ, JCGP and the International Training Centre of the ILO at Turin, Italy. Moreover, the CCPOQ Advisory Panel on Training is developing further programmes in line with the resolution.

64. The following targets were established:

(a) To continue to develop common, innovative and integrated system-wide training programmes for government officials and other nationals, as well as for staff of the United Nations system field offices in order to facilitate the introduction of innovations;

(b) To establish a training capacity internal for each country, including a scheme for training of trainers on a continuous basis as an integral function of the United Nations system field office structure;

(c) To develop capacity in the areas of programme approach, national execution, programme accountability and financial audit, support costs and evaluation and monitoring;

(d) To increase participation of national staff and members of relevant national institutions in training programmes.

Progress

65. The common training activities of the United Nations system within the framework of ACC, are in line with the provisions of Assembly resolution 47/199. In 1992, ACC endorsed an expanded programme which, together with resolution 47/199, formed the basis of a review by the CCPOQ Advisory Panel on Training in June 1993. Coordination workshops for senior field representatives are being continued, and by the end of 1993 over 40 country teams will have benefited from them. The Advisory Panel agreed that these workshops should be seen as part of a broader process that should be followed up by activities at the country level involving a full interface with national officials. Moreover, new training programmes in support of national capacity-building and the management of development programmes are being carried out by focusing on the training of trainers. An inventory of operational activities training was recently completed as an important inter-organizational information tool of CCPOQ for further harmonization of training support to operational activities.

66. Moreover, JCGP organizations have worked together in an interactive and systematic way, through the CCAQ(Per) Subgroup on Training and the JCGP Subgroup on Personnel and Training, and operationalized elements of resolution 47/199. Specifically they have:

(a) Jointly launched a combined pilot Training of Trainers course with HIV/AIDS content, at Harare in March 1993. Plans are well advanced for carrying this work into Latin America and Asia;

(b) Finished design work on a United Nations system-wide orientation package for which they have produced a video including remarks by the Secretary-General;

(c) Organized support cost training through UNDP, which took place in 1992 (over 600 United Nations agency and government officials were trained);

(d) Started planning co-sponsorship of another pilot orientation video covering all the mandates of the agencies of the United Nations system;

(e) Been actively helping the ILO Turin Centre with the design and development of resident coordinator training modules.

67. The question of resources needed to carry out this training effort continues to be a problem and is receiving considerable attention. While the further development of training has received a strong commitment of all agencies and Member States, it now has to be translated into the allocation of the necessary resources.

V. RESIDENT COORDINATOR SYSTEM

General considerations

68. The provisions of paragraphs 36 to 41 of Assembly resolution 47/199 deal with the strengthening of the resident coordinator system and field-level coordination mechanisms, particularly paragraph 39 in which the Assembly requested the Secretary-General to strengthen the resident coordinator system. The subject is covered under four distinct headings in view of the fact that (a) the current system operates on the basis of arrangements established by ACC, which include guidelines issued in 1990, whose implementation should be reviewed on the basis of steps detailed in section V.A; (b) the strengthening of the coordination mechanisms as part of the resident coordinator system should involve consultations with resident coordinators and United Nations system country teams and, in particular, the recipient Governments; (c) the provisions of General Assembly resolution 47/199 dealing with the strengthening of the support mechanisms of the resident coordinators will involve new steps by CCPOQ and JCGP, as well as administrative and financial measures; (d) specific action is requested of the Secretary-General in paragraph 39 of resolution 47/199, including widening the recruitment pool of resident coordinators from JCGP organizations and increasing transparency in the selection process. As foreseen in resolution 47/199, the views of recipient Governments need to be taken into account through appropriate consultations. Moreover, it should be borne in mind that the current efforts at restructuring the economic and social sectors of the United Nations, at both the intergovernmental and secretariat levels, may have implications for strengthening the resident coordinator function.

69. The implementation of the various elements of resolution 47/199 dealing with the strengthening of the resident coordinator system will be approached in a comprehensive manner. In this task, guidelines will be applied, taking into account variations in country contexts and requirements such as the categories identified in the 1992 report on the triennial comprehensive policy review (A/47/419, paras. 135-138), particularly (a) countries with a large United

Nations presence and significant United Nations system funding; (b) countries facing especially difficult circumstances and emergencies; (c) countries involved in social and economic transition; (d) countries with a small, but catalytic United Nations system presence.

A. Guidelines for the strengthening of the resident coordinator system

Guidelines and targets

70. Paragraphs 38 (c) and (e) and 39 (a), (b), (e) and (g) guide work on this subject. The following targets were established:

(a) To improve the efficiency and effectiveness of the United Nations system at the field level, through a fully coordinated multidisciplinary approach under the leadership of the resident coordinator, bearing in mind the complementarity of the system and the need for a division of labour within the respective spheres of competence of individual agencies, programmes and funds;

(b) To ensure the separate identities and, where appropriate, representation of funds and programmes at the country level in the framework of a clear and improved division of labour, in accordance with their mandates;

(c) To avoid the creation of additional bureaucratic layers;

(d) To encourage individual specialized agencies at the field level to participate fully in all aspects of the resident coordinator system;

(e) To establish, in consultation with recipient Governments, a clearer division of responsibilities for the resident coordinator and individual funds, programmes and specialized agencies;

(f) To enhance the responsibility and authority of the resident coordinator for the planning and coordination of programmes and allowing him/her to propose, in full consultation with the Government, to the heads of the funds, programmes and specialized agencies, the amendment of country programmes and major projects and programmes, where required, to bring them into line with the country strategy note.

Progress

71. ACC established guidelines on the functioning of the resident coordinator system in 1990, which were reviewed as part of the comprehensive policy review of 1992 in accordance with General Assembly resolution 46/219. These guidelines are being more fully implemented and adapted on the basis of experience acquired. Moreover, a working group was established by CCPOQ in March 1993, chaired by the United Nations. The Working Group will consider in the first instance (a) identification of specific, practical steps on the basis of information acquired on the functioning of the resident coordinator system; (b) take action on these steps in line with the provisions of resolution 47/199; (c) review the functioning of field-level committees, including the question of timely access to required multidisciplinary advice and support; (d) consider how

best to provide additional substantive and financial support to resident coordinators; (e) review the implications of paragraph 39 (b) of resolution 47/199 and help define respective roles, particularly on technical reviews of programmes and projects; (f) ensure that the appropriate technical skills are available in relation to programme requirements; (g) improve the coherence and substantive guidance on thematic programmes of a cross-sectoral nature, such as poverty alleviation and sustainable development. Moreover, consideration will be given to other practical steps to give the resident coordinator and his senior colleagues better access to the analytic and research capacity of the system, including information systems and data banks. These efforts will take into account the shifting functions of resident coordinators, including greater responsibilities in emergency situations and humanitarian assistance, planning support in disaster prevention and linking rehabilitation and development, support for the country strategy note, where applicable, and enhancing substantive collaboration.

B. Coordination mechanisms

Guidelines and targets

72. Paragraphs 36, 38 (d), 39 (c), 40 and 41 guide work on this subject. The following targets were established:

(a) To strengthen the resident coordinator function to assist Governments in mobilizing technical expertise from both inside and outside the United Nations system and to ensure coordination at the country level through, inter alia, the country strategy note;

(b) Resident coordinators to establish, where required, close cooperation with the funds, programmes and agencies at the regional and subregional levels, in order to respond to specific requests by recipient Governments;

(c) To ensure, in the context of the country strategy note, that representatives of JCGP, and all United Nations system organizations, consult with and take account of any views of the resident coordinator in the context of major programming exercises before reporting on major programming and policy issues to their headquarters;

(d) Where justified and not yet operating, to establish, in consultation with host Governments, an appropriate field-level committee, comprising United Nations system representatives, which will serve as a United Nations coordinating mechanism under the leadership of the resident coordinator;

(e) Ensure that the United Nations coordination mechanisms undertake advisory functions, including the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and evaluation and the investigation of specific problems and issues requiring a coordinated response.

Progress

73. Concerning country-level coordination mechanisms, recent surveys indicate that such mechanisms operate in varying forms in all recipient countries (further information provided by organizations will be made available to the Economic and Social Council separately). It is envisaged that, building on acquired experience, further guidance may be required in some cases, based on successful experience, in consultation with resident coordinators and other experienced field representatives of the United Nations system, taking into account the views of recipient Governments. In this task, particular attention will be given to the provisions of paragraphs 40 and 41 of resolution 47/199, as concerns the provision, through these mechanisms, of guidance and advice on proposed programmes, and the review of sector strategies and evaluations and related activities. These requirements have already been brought to the attention of resident coordinators with the request to ensure their early implementation. Implementation is being monitored through existing reporting systems.

C. Headquarters and field-level support

Guidance and targets

74. Paragraphs 38 (a) and (b) and 39 (f) guide work on this subject. The following targets were established:

(a) To achieve a further commitment of the funds, programmes and specialized agencies to work together to integrate assistance provided by the United Nations system into the development process of recipient countries in a fully coordinated manner;

(b) To tailor the United Nations system at the country level, taking into account the views of the recipient Government, to the country's specific developmental needs in such a way that it corresponds to ongoing and projected cooperation programmes rather than to the institutional structure of the United Nations;

(c) To define the responsibility in the relevant inter-agency coordination mechanisms, in particular JCGP, for providing clear guidance to resident coordinators and for ensuring that they are provided with the necessary support both at the headquarters and the field level;

(d) To introduce other practical measures to provide increased field-level support to resident coordinators.

Progress

75. Resident coordinators were given initial guidance on the implementation of resolution 47/199 through the letter of the Secretary-General referred to in paragraph 9 above, and the more detailed letter of the Under-Secretary-General for Policy Coordination and Sustainable Development. Similar letters were issued by executive heads of other organizations of the system. Moreover, steps are being taken to reinforce communication with resident coordinators and to

ensure that substantive guidance is available to resident coordinators when requested and needed.

76. Improved communication support is being developed to ensure that resident coordinators and their colleagues are fully informed of important matters and, at the same time, that inter-country exchanges of experience can take place.

77. The problem of providing additional support to resident coordinators is being reviewed in the context of the CCPOQ working group. In previous reports to the General Assembly, most recently in the 1992 report on the triennial comprehensive policy review (A/47/419 and Add.1-3), this problem was highlighted and it was suggested that additional funding was needed to facilitate access by resident coordinators to professional and logistic support for the preparation, conduct and follow-up of various coordination activities. Provision of such funds is a recurrent request by resident coordinators. Various resident coordinators have already begun the effort to find additional funding resources to meet steadily expanding responsibilities.

D. Recruitment issues

Guidelines and targets

78. Paragraphs 37 and 39 (d) guide work on this subject. The following targets were established:

(a) To pay particular attention, in selecting resident coordinators, to quality, relevant broad development experience, managerial and team-building skills, and the capacity to develop effective and coherent coordination of the United Nations system as a whole and to integrate individual components and strategies into the development process of the country;

(b) To broaden the pool of qualified development professionals eligible for appointment as UNDP resident representatives/resident coordinators to the members of JCGP, together with increased transparency in the selection process. Other organizations of the United Nations system will also be included in this effort.

Progress

79. Consultations are taking place both within JCGP and CCPOQ on widening the pool of candidates for resident representative/resident coordinator and to make the selection process more transparent. Various ideas are being explored and some initiatives were taken by UNDP to enlarge the recruitment base (further information will be made available to the Economic and Social Council separately).

VI. THEMATIC ISSUES

A. Science and technology for development

80. In paragraph 20 of resolution 47/199, the General Assembly requested the Economic and Social Council, at its substantive session of 1993, to consider, through the Commission on Science and Technology for Development, the note by the Secretary-General on the comprehensive policy review of operational activities of the United Nations system (A/47/419/Add.1) as a means of examining the contribution of the operational activities of the United Nations system to the enhancement of the national capacities of developing countries in the field of science and technology, and to make appropriate recommendations thereon.

81. The Commission on Science and Technology for Development, having considered the matter, recommended to the Economic and Social Council that it decide to include the coordination of the activities of the United Nations system in the field of science and technology among the issues to be considered in the coordination segment of its substantive session of 1994; the Commission also recommended that the Council request the Secretary-General to prepare a report for the coordination segment containing an analysis and action-oriented proposals to improve the coordination mechanisms of organs, programmes and specialized agencies, including the World Bank, which are involved in the science and technology activities of the United Nations system; the Commission further recommended that the Council consider the note by the Secretary-General on the comprehensive policy review of operational activities of the United Nations system (A/47/419/Add.1) a valuable input to the consideration of science and technology activities in the coordination segment of the Council's substantive session of 1994 (E/1993/31, chap. I, sect. A, draft resolution III).

B. Human development

82. In paragraph 47 of resolution 47/199, the General Assembly reaffirmed the importance of human development, including human resource development, and requested the United Nations system to strengthen the support given by its operational activities, at the request of recipient countries, to sectors vital to human development. The Assembly did not ask for reporting on the subject, although paragraphs 54 and 55 of the resolution could be interpreted as covering such a provision. In view of the fact that other reports are submitted on this subject to various intergovernmental bodies, including the Council and the General Assembly, some guidance in this regard is required.

83. It is well documented that the United Nations system is devoting a large share of its development cooperation efforts to help recipient countries develop human resources and achieve human development. Specifics in this regard are provided in the annual reports of the executive heads of the funds, programmes and specialized agencies to the governing bodies of their organizations. Moreover, a report on the subject is to be submitted to the General Assembly at its forty-eighth session, in accordance with Assembly resolution 46/143 on developing human resources for development. If, in the light of this information it is still deemed essential by the Council to have before it a report on this subject, appropriate steps will be taken.

C. Economic and social reforms

84. In paragraphs 48 and 49 of resolution 47/199, the General Assembly recognized that the United Nations system had a role to play in assisting countries undergoing deep economic and social reforms, and requested the Secretary-General to ensure that the development activities of the United Nations system in new recipient countries were carried out on the basis of an integrated, unified, cost-effective and innovative approach to development cooperation and presence in the countries concerned. The United Nations system is playing an active role in countries undergoing such reforms in many parts of the world (more detailed information will be made available to the Economic and Social Council separately).

85. As concerns one region of the world, it may be recalled that, further to Economic and Social Council resolution 1992/40 on the activities of the United Nations system in the Baltic States and the Commonwealth of Independent States, a report was submitted to the General Assembly at its forty-seventh session as an addendum to the report of the Secretary-General on the comprehensive policy review of operational activities of the United Nations system (A/47/419/Add.3). That report provided information on support provided to and planned for this region by the United Nations system. These efforts are being carried forward on the basis of Assembly resolution 47/199 and decisions reached by other intergovernmental bodies of the United Nations system, particularly the Governing Council of UNDP, as well as conclusions reached at the level of ACC and action taken by the Secretary-General in response to requests of the countries concerned.

86. The report also provided preliminary information on the establishment of interim United Nations offices in some of the countries of the region. The experience acquired with these interim offices will be the subject of a report for consideration by the General Assembly at its forty-eighth session.

Annex I
OVERVIEW OF THE WORK PROGRAMME FOR THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 47/199

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	REMARKS
PROGRAMME DEVELOPMENT AND IMPLEMENTATION A. Country Strategy Note (CSN)	The concept of the CSN will be implemented in accordance with paragraph 9 of Res. 47/199. Moreover, CDPG agreed on a note, reflecting the provisions of the resolution which will guide the initial phase of implementation. The following targets were established: (a) Consultations with recipient governments to ascertain their interest in CSN; (b) Assistance and cooperation with governments which have elected CSN; (c) Utilization of CSN in programme and project formulation as foreseen in paras 9 & 39 of the resolution; (d) Elaboration of refined guidelines in 1994 on the basis of acquired experience by monitoring and assessing the implementation of CSN, and by consulting national officials of countries having chosen CSN; (e) Preparation of progress reports to ECOSOC in 1993 and 1994 and full assessment in 1995 in the context of the comprehensive policy review.	Review at the JICP High-level meeting; Consultations and agreement on a note at CDPG; Introduction of the concept at the Turin workshop on management of field coordination; Internal UN review of the experience acquired by various UN Org., as effort to develop guidelines; Letter to all RAs providing information on Res. 47/199 and initial guidance on the CSN; Preliminary report to ECOSOC; Seminar of national officials & UN system Rep. to develop guidelines based on initial experience; Guidelines formulated and review at CDPG and ECOSOC; Review of first year's experience for 1994 progress report to ECOSOC; Progress report reviewed at ECOSOC; Evaluation of two-year CSN experience launched in context of triennial policy review; Review of experience by ECOSOC; Triennial comprehensive policy review by the General Assembly.
B. Harmonization and rationalization of programming cycles	Para. 10 indicates that funds and programmes of the United Nations should harmonize their cycles and adapt them to national budget cycles, plans and strategies. The JICP Harmonization Sub-group is guiding the implementation of this provision through regional working groups. In this provision JICP established the following targets: (a) To achieve 80 per cent coverage of countries as concerns the harmonization of programming cycles of UNFPA, UNDP, and UNICEF; (b) In countries with a national plan, or its equivalent, to adapt the programming cycles of these three organizations, in accordance with the preference of the recipient country, to the plan (either one year before the plan, the same year, or a year after the plan); (c) In countries without formal plans, or their equivalent, to harmonize the programming cycles among themselves, taking into account the needs of governing bodies.	JICP agrees on action to achieve eighty percent coverage by end 1996; Review at CDPG; JICP assesses experience; Targets set for remaining countries; Assessment of results in context of next triennial comprehensive policy review.
C. Programme Approach	Resolution 47/199 in para. 13 requested the Secretary-General to promote an early agreement on a common interpretation of the programme approach, including an effective methodology for evaluation, to be applied by the United Nations system and to report on this matter to this substantive session of the Council. ECOSOC was requested to evaluate "whether effective and coordinated actions are being taken on the matter by the United Nations Development system". The following targets were established: (a) Agreement at CDPG on a common interpretation; (b) Review by ECOSOC at its substantive session of 1993; (c) Implementation of decisions reached at ECOSOC.	Based on work of CSN(GPS) and review at JICP, preparation of a paper by the UN containing various concepts for consideration by CDPG, taking into account views expressed at JICP; Agreement on a common interpretation at CDPG (see annex III); Consideration by ECOSOC, including determination of appropriate follow up.

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	RESC-1993
continued.... PROGRAMME DEVELOPMENT IMPLEMENTATION B. National Execution.	Resolution 47/199 in para.22 requested the Secretary-General to promote an early agreement on a common interpretation of national execution to be applied by the United Nations system and to report on this matter to this session of the Council. ECOSOC was requested to evaluate "whether effective and coordinated actions are being taken on the matter by the United Nations Development system". The following targets were established: (a) Agreement at CPOB on a common interpretation of national execution by March 1993; (b) Review of common interpretation at the substantive session of ECOSOC for 1993; (c) Implementation of decisions reached at ECOSOC.	<u>February 1993</u> Preparation of draft text for consideration by CPOB; <u>March 1993</u> Agreement on common interpretation at CPOB (see annex IV); <u>July 1993</u> Consideration by ECOSOC, including determination of appropriate follow-up.
PROGRAMME SUPPORT A. Decentralization	Actions for increased decentralization of the operational activities of the UN system is guided, <u>INSTEAD</u> 24, by paragraphs 24 through 27. The following targets were established: (a) Programme development and approval, capacity and authority for programme development and approval to be further decentralized to the field offices, together with the necessary technical and substantive expertise; (b) Consideration of the provisions of paragraph 25 of resolution 47/199 by the governing bodies of all funds, programmes and specialized agencies concerning the prescribed limits on field level authority within approved programmes, and the shifting of resources within approved budget lines of individual components of a programme and among components of a programme, with the aim of achieving equal and uniform decentralization, to the maximum extent possible, in the context of enhanced accountability; (c) Achieving greater use of available national expertise and indigenous technologies; (d) Decentralization to the country level of the procurement of expertise and equipment and placing of fellowships to avoid delays.	<u>March 1993</u> Review issues at CPOB and re-establishment of working under lead of UNO; <u>June 1993</u> Review at CPOB; <u>1993-1994</u> Action by organizations of the UN system, including their governing bodies in 1993 and 1994; <u>1993-1994</u> Progress reports to ECOSOC by the Secretary-General on the basis of reports as per paras 51 and 54 of resolution; <u>1993-1994</u> Reports.

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	REACH-1993
continued... PROGRAMME SUPPORT		
B. Simplification and harmonization	Action under this heading is guided by paragraphs 20-34 of resolution 47/199. The following targets were established: (a) Develop common formats, rules and procedures as a critical requirement for the shift to a programme approach; (b) Simplify, harmonize and adopt all formats, rules and procedures and periodicity of reports to promote national capacity building and to assist governments to integrate external assistance from different sources into their development process; (c) Review evaluation and monitoring systems and strengthen the use of evaluation and monitoring; (d) CDP08, and particularly JCDP, to give priority to simplifying, harmonizing and increasing the transparency of procedures relating to programme-component and project formulation, appraisal, implementation, monitoring and evaluation, and to reach agreement on a common UN system-wide manual for such procedures by July 1994.	<u>January 1993</u> Agreement on steps to achieve the targets; <u>March 1993</u> Consideration of subject by CDP08; <u>May 1993</u> Agreement on an approach to a common system manual by JCDP; <u>May/25-Nov/94</u> Implementation of work-plan for common manual; <u>October 1993</u> Review at CDP08 of related issues as part of a comprehensive approach; <u>May 1994</u> Completion of first phase of common manual project.
C. Evaluation, monitoring and audit	Action on this subject is guided by the provisions of paragraphs 13, 30, 32, and 34 of the resolution. The following targets were established: (a) Develop an effective evaluation methodology for the programme approach; (b) Strengthen the financial and programme auditing capacity and accounting systems of recipient governments; (c) Redefine budgeting and related rules, procedures, processes and formats to become, output-, impact-, or performance-oriented, rather than input- or supply-oriented; (d) Put in place by no later than first January 1995, measures to enhance accountability at the field level, including effective harmonized programme monitoring, evaluation and management audit systems.	<u>February 1993</u> Review of evaluation and monitoring issues in the context of the Inter-Agency Working Group on Evaluation; <u>March-May 1993</u> Review at Harmonization Sub-group of JCDP; <u>June 1993</u> Establishment of detailed work-plan; <u>June 1993-94</u> Implementation of work-plan; <u>September 1994</u> Introduction of measures at field-level; <u>January 1995</u> Full implementation of new measures.

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	RESC-10003
continued... PROGRAMME SUPPORT D. Common Premises	Paragraphs 42 and 49 of resolution 47/199 guides work on this subject. Since its adoption, JICP is exploring how best to increase substantially the number of common premises over the next two years, and to achieve consolidation of administrative infrastructures of organizations. ACC is still guided by the inter-organizational position on the sharing of common premises communicated as part of the report of operational activities of the United Nations system for 1991 (A/46/206/Add.3), para 35. This position encourages the sharing of premises while recognizing the need to take account of conditions on an individual country basis. In particular, in a number of countries sectoral ministries desired that, in view of the nature and extent of their collaboration on an ongoing basis, the sectoral agency of the United Nations be located in the relevant ministry. In other instances, the host government authority provides free or subsidises accommodation: a condition which would not be available under shared premises.	Nov 11 1992 JICP to review how to achieve a substantial increase of common premises; 1992-1995 Adopting of a common position of JICP and seeking the support of vis-à-vis the respective intergovernmental bodies; 1995 Progress will be reported to ECOSOC in 1993 and 1994 in the triennial review report of 1995.
E. Training	The resolution in paras. 43-46 sets out important principles which are fully consistent with current action being taken through CPOD and the International Training Centre of the ILO at Turin. Moreover, the Advisory Panel of CPOD on Training is developing further programmes in line with the resolution. The following targets were established: (a) Continuing to develop common, innovative and integrated system-wide training programmes for government officials and other nationals, as well as for staff of the UN system field offices, to facilitate the introduction of innovations; (b) Establish a training capacity internal for each country, including a scheme for training of trainers on a continuous basis as an integral function of the UN system field office structure; (c) Develop capacity in the areas of the programme approach, national execution, programme accountability and financial audit, support costs and evaluation and monitoring; (d) Increase participation of national staff and members of relevant national institutions in training programmes.	June-June '93 Action by JICP organizations on various joint training activities; June 1993 Review the implications of the resolution at the CPOD Advisory Panel on Training; 1992-1993 Proceed with the joint training initiatives under the auspices of CPOD and JICP; 1992-1993 Provide yearly progress reports to ECOSOC and inclusion of the area in the triennial review report of 1995.

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	REVISED-1993
RESIDENT COORDINATOR SYSTEM A. Guidelines for the strengthening of the resident coordinator system	Paras. 36 (c) (a) and 39 (a) (b) (e) (g) guide work on this subject. The following targets were established: (a) Improve the efficiency and effectiveness of the United Nations system at the field level, through a fully coordinated multi-disciplinary approach under the leadership of the resident coordinator, bearing in mind the complementarity of the system and the need for a division of labour within the respective spheres of competence of individual agencies, programmes and funds; Ensure the separate identities and, where appropriate, representation of funds and programmes at the country level in the framework of a clear and improved division of labour, in accordance with their mandates; (b) Avoid the creation of additional bureaucratic layers; Encourage individual specialized agencies at the field level to participate fully in all aspects of the resident coordinator system; (c) Establish, in consultation with recipient governments, a clearer division of responsibilities for the resident coordinator and individual funds, programmes and specialized agencies; (d) Enhance the responsibility and authority of the resident coordinator for the planning and coordination of programmes and allowing him/her to propose, in full consultation with the government, to the heads of the funds, programmes and specialized agencies, the mandates of country programmes and major projects and programmes, where required, to bring them into line with the country strategy note.	<u>March 1993</u> Establishment of CPOW Working Group under the lead of the UN; <u>April 1993-94</u> Meetings of CPOW Working Group; <u>September 1993</u> Review of key issues at CPOW and JCP and appropriate follow-up; <u>March 1994</u> Consideration of appropriate changes agreed to at CPOW and JCP and reporting to ECOSOC; <u>1994</u> Assessment of the Resident Coordinator functions as part of the triennial review.
B. Coordination mechanisms	Paras. 36 (d), 39 (c), 40 and 41 guide work on this subject. The following targets were established: (a) Strengthen the resident coordinator function to assist governments in mobilizing technical expertise from both inside and outside the UN system and to ensure coordination at the country level through, <i>inter alia</i>, the country strategy note; (b) Resident coordinators to establish, where required, close cooperation with the funds, programmes and agencies at the regional and sub-regional level, in order to respond to specific requests by recipient governments; (c) Ensure, in the context of the country strategy note, that representatives of JCP, and all UN system organizations, consult with and take account of any views of the resident coordinator in the context of major programming exercises before reporting on major programming and policy issues to headquarters. (d) Where justified and not yet operating, establish in consultation with host governments an appropriate field-level committee, comprising UN system representatives, which will serve as a UN coordinating mechanism under the leadership of the resident coordinator; (e) Ensure that the UN coordination mechanisms undertake advisory functions, including the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and evaluation and the investigation of specific problems and issues requiring a coordinated response.	<u>April 1993</u> Letters to the field; <u>July 1993</u> Issue of coordination mechanism part of working group; <u>March 1994</u> Continue monitoring of coordination mechanisms; <u>March-June 93</u> Consultations on implementation in light of field experience, including recipient governments; <u>1994</u> On-going monitoring and strengthening; <u>1995</u> Assessment as part of the triennial review.

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	REMARKS-1993/93
continued... RESIDENT COORDINATION SYSTEM C. Headquarters and field-level support	Paragraphs 38 (a), (b) and 39 (f) guide work on this subject. The following targets were established: (a) Achieve a commitment of the funds, programmes and specialized agencies to work together to integrate assistance provided by the United Nations system into the development process of recipient countries in a fully coordinated manner; (b) Tailor the United Nations system at the country level, taking into account the views of the recipient government, to the country's specific developmental needs in such a way that it corresponds to ongoing and projected cooperation programmes rather than to the institutional structure of the United Nations; (c) Define the responsibility in the relevant inter-agency coordination mechanisms, in particular JICP, for providing clear guidance to resident coordinators and for ensuring that they are provided with the necessary support both at the headquarters and the field level.	Review in CPOB Working Group; Review of key issues at CPOB and JICP and appropriate follow-up; Introduction of any appropriate changes agreed to at CPOB and JICP and reporting to ECOSOC; Assessment of the resident coordinator functions as part of the triennial review.
B. Recruitment issues	Paragraphs 37 and 39 (d) guide work on this subject. The following targets were established: (a) Pay particular attention, in selecting resident coordinators, to quality, relevant broad development experience, managerial and team-building skills, and the capacity to develop effective and coherent coordination of the UN system as a whole and to integrate individual components and strategies into the development process of the country; (b) Broaden the pool of qualified development professionals eligible for appointment as UNDP resident representatives/ resident coordinators to the members of JICP, together with increased transparency in the selection process.	Consideration at JICP high-level meeting of steps required to broaden the recruitment pool; JICP consultations; Review of issue in context of CPOB working group; Assessment of the resident coordinator functions as part of the triennial review.

SUBJECT AND REFERENCES	GUIDELINES AND TARGETS	REMARKS
THEMATIC ISSUES A. Science and technology for development	In paragraph 20 of its resolution 47/199, the GA requested this session of the ECOSOC to consider, through the Commission on Science and Technology for Development (CSTD), to the 1992 report of the S-G on the comprehensive policy review of operational activities of the United Nations system. This should serve as a means to examine the contribution of the operational activities of the UN system to the enhancement of the national capacities of developing countries in the field of science and technology, and to make appropriate recommendations thereon. Moreover, the CSTD draft resolution before this session of ECOSOC requests the S-G eventually to prepare, after an analysis and coordination segment containing, <i>inter alia</i>, an analysis and action-oriented proposals to improve the coordination mechanisms of organs, programmes and specialized agencies, including the World Bank, involved in the science and technology activities of the United Nations system.	April 1993 July 1993 Consideration by CSTD; Consideration by ECOSOC of draft resolution.
B. Human development	In paragraph 47 of its resolution 47/199, the GA reaffirmed the importance of human development, including human resources development, and requests the UN system to strengthen the support given by its operational activities, at the request of recipient countries, to sectors vital to human development. The resolution does not ask for reporting on this subject, although paragraph 54 and 55 could be interpreted as covering this provision of the resolution. In view of the fact that other reports are submitted on this subject to various intergovernmental bodies, including this Council and the GA, some guidance in this regard is required.	Interim
C. Economic and social reform	In paragraphs 48 and 49 of resolution 47/199, the GA recognized that the UN system has a role to play in assisting countries undergoing deep economic and social reforms and requested the S-G to ensure that the development activities of the UN system in new recipient countries are carried out on the basis of an integrated, unified, cost-effective and innovative approach to development cooperation and presence in the countries concerned. It may be recalled that further to ECOSOC resolution 1992/48 entitled "Activities of the United Nations System in the Baltic States and the Commonwealth of Independent States", a report was submitted to the 47th session of the GA, as an addendum to the report on the comprehensive policy review of operational activities of the UN system. That report provided information on support being provided and planned for this region by the UN system. These efforts are being carried forward on the basis of resolution 47/199 and decisions reached at other inter-governmental bodies of the UN system, particularly the Governing Council of UNDP as well as conclusions reached at the level of ACC, and actions taken by the S-G in response to requests of the concerned countries.	Interim

Annex II

THE COUNTRY STRATEGY NOTE

A. Basic principles

Purpose

1. The country strategy note should be formulated by interested recipient Governments with the assistance of and in cooperation with the United Nations system in accordance with the principles established in General Assembly resolution 47/199, paragraph 9. In particular, the country strategy note must be based on the priorities and plans of recipient countries and should be designed to ensure the effective integration of assistance provided by the United Nations system in the development process of countries. It should facilitate accountability and the assessment and evaluation of the impact and sustainability of United Nations assistance.

2. The country strategy note will be developed in all countries where the Government so chooses. It should be a mechanism for substantive assessment of key development issues of concern to the country and, above all, for mobilizing United Nations assistance in a collaborative manner. It should focus on areas where the United Nations system (collectively or individually) could make a significant difference.

Content

3. The country strategy note should truly reflect the national priorities of the recipient Government. It should also build on and be consistent with such internationally approved strategies as the International Development Strategy for the Fourth United Nations Development Decade, the Programme of Action for the Least Developed Countries for the 1990s and thematic programmes of action emanating from the governing bodies of the United Nations system and the General Assembly.

4. The country strategy note should focus on those key areas for which the United Nations system collaboration will make a distinct difference and where the United Nations system has an advantage. It should be concerned with the full range of potential cooperation, not only technical cooperation (policy advice, along with substantive and management services), material and financial inputs and human resources, but also food aid.

Coordination

5. In accordance with paragraph 9 of Assembly resolution 47/199, the contribution of the United Nations system to the country strategy note should be formulated under the leadership of the resident coordinator, in order to ensure greater coordination and cooperation at the field level.

6. In this regard, the country strategy note should serve as a broad framework for the project and programme preparation processes of the respective United Nations organizations. It shall not substitute for them. Each organization

must remain accountable for the use of its funds in accordance with its mandates and procedures and through the established direct links with its government counterparts. It is the responsibility of each organization to ensure that its analytical and operational projects and programmes are supportive and consistent with the overall country strategy note.

7. The country strategy note should be fully taken into account by United Nations system field representatives, when carrying out major programming exercises.

8. Necessary steps need to be taken to establish an appropriate field committee, in accordance with paragraphs 40 and 41 of Assembly resolution 47/199.

9. The resident coordinator has a special responsibility to ensure the coherence of the contribution of the United Nations system to the country strategy note. To this end, she/he should form subgroups focused on the key themes of the country strategy note. These subgroups should be chaired by the organization or individual best suited to the task (including the resident coordinator) and should operate under the overall guidance of the resident coordinator.

10. In order to cooperate with and support the Government in preparing the country strategy note and to accommodate the fact that not all agencies or United Nations bodies are represented at the country level, the resident coordinator will invite those organizations not represented to submit a written input or send a representative to participate in the drafting of a country strategy note.

B. Procedures

Team effort

11. The country strategy note is prepared by Governments of interested recipient countries with the assistance of and in cooperation with the United Nations system under the leadership of the resident coordinator.

12. In carrying out his/her task, the resident coordinator should work with the team of United Nations organizations present or actively involved in the country, working on a collegial and consensual basis, with the resident coordinator as the team leader.

13. In accordance with paragraph 9 of Assembly resolution 47/199, the country strategy note should be transmitted to the governing bodies of United Nations organizations as a reference for the consideration of their specific country programme and projects.

C. Linking the operational, research and regional capacities

14. Full use needs to be made of the analytical and normative roles of the specialized agencies (for agencies without independent field representation,

this should be provided from their headquarters). Their work should be central to the contribution of the United Nations to the country strategy notes, bearing in mind the fact that some activities may have a regional or global dimension. Likewise, stronger links need to be made with the research work now being carried out at the headquarters level, which might also themselves benefit from stronger links with field practitioners. Finally, there is still untapped potential in the regional organizations and greater use should be made of regional networks.

D. Links with Bretton Woods institutions

15. The United Nations team should have more extensive mutual consultation with the Bretton Woods institutions. In accordance with national priorities, the contribution of the United Nations to the country strategy note should be based, inter alia, on interaction with key exercises such as the formulation of policy framework papers, structural or sectoral adjustment programme loans, public investment programmes and public expenditure programmes. This interaction is to support both complementary roles and help bring to the fore viewpoints which United Nations organizations may be able to provide from their unique perspective. These links should also help ensure that Governments have access to a broad range of policy advice.

E. Links with other external donors

16. The country strategy note, along with the analytical work underlying its preparation, could help facilitate more effective participation by the United Nations system in donor-wide groups, such as consultative groups and round tables.

17. The country strategy note could also be useful to external donors seeking analytical advice and therefore help mobilize a wide range of donors behind key government priorities.

F. Using targets and a programme approach

18. To the extent possible, and as agreed by the Government, the country strategy note should highlight key development goals and targets that the United Nations system should help support. Many monitorable targets have already been established by universally agreed upon strategies. The country strategy note should help establish a process for reviewing and evaluating the degree to which United Nations system assistance is actually helping support progress towards these targets and thus being provided in a flexible and effective manner - a key part of moving to a programme approach.

G. Evaluation and reporting

19. The utilization and impact of the country strategy note will be evaluated at the initiative of the Government.

20. Evaluations should ideally be carried out in cooperation with the United Nations system. These would provide a common basis for a review of progress made and problems encountered by the respective partners.

Annex III

THE PROGRAMME APPROACH

A. Considerations relating to the promotion of the programme approach

The national programme as the basis of the programme approach

1. The programme approach can be said to assume a hierarchy of decision-making at the national level on national development issues that determine whether and how a programme approach might be followed by a Government. At the top of the hierarchy is a national development goal, presumably determined in response to existing conditions or problems. At the next level down, the Government considers a development strategy - how best to achieve the development goal. The strategic choice may or may not lead to a decision that a national programme is the best option. When a Government chooses to create or revitalize a national programme as the vehicle for achievement of the national goal, it has opted for a programme approach. The national programme is a coherent set of policies, strategies, activities and investments designed to achieve the national development goal. Implementation of a national programme often requires external assistance. Under the programme approach, donors respond to this request by formulating and negotiating a programme of support for the national programme. This programme of support may be made up of various components or projects, depending on the modality used by the donor organization and the degree of flexibility it is permitted to use in providing direct budget support. The core of a programme approach by external donors is the use of their funds in a form best suited to achieving programme goals, no longer structured by projects but targeted to objectives.

2. In the context of this conceptual framework, it is generally agreed that the national programmes, goals or strategies are preconditions for the programme approach and that ownership of the programme and responsibility for programme development belong to the Government.

3. Section B of the present annex contains a common interpretation of the programme approach by the United Nations system. However, the various agencies of the system have had to respond in different ways in operationalizing the concept of the programme approach when developing their own programmes of assistance.

A holistic response from the United Nations system

4. The ACC common framework foresees a coherent and coordinated United Nations system response to a national strategy and programme framework. It states that an analytical synthesis of national programme frameworks would provide the basis for a policy and strategy framework for the United Nations system's operational activities in a country. It further declares that the value of the system's contribution will depend on its ability to provide a holistic response to national plans and priorities.

5. All United Nations development system organizations are interested in coordinating their assistance to Governments. The application of a programme approach is seen as laying a basis for the coordination of external contributions to national programmes. However, a holistic or coordinated response from the United Nations system implies some kind of coordinated planning among United Nations organizations. The United Nations resident coordinator system has been strengthened to respond to this need.

Assistance in programme development

6. Many organizations have already started to follow a programme approach in the programming of their cooperation at the national level. In countries where national programme frameworks exist, country programmes are designed both in the context of and in support of such national frameworks. In those countries where such a framework does not exist, the United Nations development system may assist developing countries, at their request, in formulating such frameworks. Flexibility will nevertheless be required in determining whether a national programme framework should be made a prerequisite for the provision of agency assistance.

Accountability for national programmes versus accountability for resources provided by United Nations organizations

7. The common framework lists as its first objective recognition of the central role, ownership and accountability of the Government for national programmes. In other words, the Government has the overall responsibility for the success or failure of a national programme. United Nations organizations are accountable to their governing bodies for the resources they provide in support of national programmes. Thus, the various kinds of suggested or required documentation that describe United Nations organizations support for a national programme - for example, programme support documents, programme component documents or project documents - are prepared not only for planning purposes but also for accountability.

8. United Nations organizations are required to take appropriate measures to fulfil the accountability requirements of both their governing bodies and the eventual funding source. These same requirements, by mandating certain formats and procedures, add complexity and difficulty to the coordination, simplification and harmonization of the United Nations system response to government programme needs.

United Nations organization country programmes

9. The term "programme approach", which defines programme as the national programme of a Government, poses some semantic and practical problems. One common usage of the word programme occurs in the term "country programme" of a United Nations organization. This usage defines the programme as the systematic presentation of activities, projects and other support that will be provided by a United Nations organization in the context of national needs. Such support may or may not be provided to formally established national programmes. In many United Nations organizations, particularly funding organizations, the country programme document is the basis for approval of country-level resource allocation by the organization's governing body.

10. The semantic problem is simply that under the programme approach the programme is that of the Government, whereas in country programme usage the programme is that of the United Nations organization.

11. The practical problem is that both these connotations have important operational significance. The evaluation process will therefore have to take account, on the basis of field trials, of the degree of flexibility required and the interrelationship between an organization's planning strategy and the implementation of its technical cooperation programmes.

Advocacy roles of United Nations organizations

12. The programme approach promotes a broad-ranging dialogue between United Nations bodies and recipient countries on national development goals, policies, strategies and programmes and ways in which United Nations bodies may support them. It should facilitate a better mutual understanding of developing country aspirations and plans and United Nations body mandates, priorities and comparative advantage.

13. It should ensure both a greater degree of convergence between each United Nations body's activities in support of national programmes and enhanced collaboration between United Nations bodies in support of national programmes. It will, however, raise some practical problems. For example, it will render evaluation more difficult because it will not be easy to ascertain the impact of the United Nations body's contribution to a national programme. Again, it may make issues such as targeting the poor more problematic. It may also increase the risk of dependency to the extent that recipient Governments may come to rely on existing or imminent levels of support to national programmes.

Conclusion

14. This section has focused on the ACC common framework for the programme approach. Further review is essential, in view of the evolving nature of programme approach concepts and the growing body of field experience, as well as its use by participating Governments and their reactions to this experience.

15. The governing bodies of United Nations organizations have established over time various mandatory formats and procedures for the formulation, approval and implementation of assistance in each organization. These formats and procedures are directly linked to the accountability requirements that the governing bodies have set out for the organizations. The terminology and procedures of these requirements may complicate the shift to a programme approach. Measures towards harmonization should therefore be taken.

16. The ACC common framework provides the basic elements for a common interpretation of the programme approach. But applications of the programme approach by United Nations organizations vary widely. Thus, the question arises as to how strictly the common framework, or any common interpretation, is to be applied by United Nations organizations. Is the programme approach to be understood and agreed in principle only or in all procedural details as well? Is there only one acceptable interpretation of the programme approach or are there acceptable variations, even different versions? How can it be adapted by agencies with very focused technical functions? A diversity in the application

of the programme approach will have to be recognized. Testing and review of the application of the programme approach must be undertaken on a system-wide basis in collaboration with Governments, with a view to greater convergence, if possible.

B. The programme approach: a common United Nations framework

Objectives

1. The objectives are as follows:

(a) Recognition of the central role, "ownership" and accountability of the Government;

(b) Enhancement of capacity-building, self-reliance and sustainability;

(c) Internalizing of external inputs and ensuring greater relevance, flexibility, cost-effectiveness and impact in relation to national programmes and priorities;

(d) Recognition of the multisectoral character of many development objectives;

(e) Elaboration of a national strategy and programme framework into which may be integrated a coherent and coordinated United Nations system response, especially in terms of substantive support.

Definitions

Programme

2. A programme is a coherent set of policies, strategies, activities and investments designed to achieve a specific time-bound national development objective or set of objectives.

Programme approach

3. The pursuit of national development goals through cohesive national programmes. Such an approach by national authorities will permit United Nations system inputs to be merged with national and other external inputs in support of programmes that have been conceived by the host country with such external assistance as it may seek. a/

Guiding principles

4. The formulation of national development plans (programme(s)/framework(s), priorities and objectives) is the exclusive responsibility of the Governments of the recipient countries. b/ National plans and priorities or objectives constitute the only viable frame of reference for national programming of operational activities. c/

5. Recipient Governments also retain the sole responsibility for coordinating external assistance and the principal responsibility for its design and management. d/
6. The exercise by Governments of the above responsibilities is crucial to the optimal use of external assistance. a/ Moreover, the coherence, logic and general quality of its planning framework could significantly influence the volume of external resources available to the Government. a/
7. The existence of a national framework(s) and the commitment to a programme approach to development by the Government concerned is a necessary precondition for such an approach to be followed by an external donor; there is, in fact, no substitute for such commitment and leadership by the Government. a/
8. The existence of a national framework(s) will also better enable other partners to provide such assistance as would facilitate the internalization by Governments of external assistance, through the adoption of a programme approach. An analytical synthesis of a national framework(s) would provide the basis for a policy and strategy framework for United Nations system operational activities in a country.
9. Where such a framework(s) does not exist, the United Nations system may assist developing countries, at their request, in developing their multisectoral, sectoral and subsectoral strategies. f/ This would involve a dialogue between the Government and its national partners and, if the Government so desires, the United Nations system and other development partners.
10. Programming processes of the system will depend on the wide range of country-specific situations and must be tailored accordingly. a/ The value of the system's contributions will depend on its ability to provide a holistic response to national plans and priorities. a/
11. The assistance provided by organizations of the United Nations system must be placed where organizations can be most responsive to national priorities; organizations must also take full account of the global and regional policies, strategies and related programmes that the same Member States have decided upon collectively in different forums of the system. These considerations should be addressed in the policy dialogue with Governments in the early stages of negotiations on the elaboration of programmes.

Notes

a/ This concept was communicated to the field in June 1991 in draft guidelines for enhancing programming processes, prepared by the Consultative Committee on Substantive Questions (Operational Activities) of the Administrative Committee on Coordination.

b/ General Assembly resolution 44/211, third preambular paragraph.

c/ Ibid., fourth preambular paragraph.

d/ Ibid., para. 2.

e/ Ibid, para. 2.

f/ General Assembly resolution 46/219, para. 11.

Annex IV

NATIONAL EXECUTION AND IMPLEMENTATION ARRANGEMENTS

Background

1. The primary objective of the operational activities for development of the United Nations system is to promote the self-reliance of developing countries through multilateral cooperation* or, in other words, to contribute to building/strengthening national capacities. It is thus implicit that the nature of the assistance and the relationships between a recipient Government and its development partners will evolve with changing needs and circumstances. The basic role of the United Nations system development cooperation programmes and activities remains one of providing substantive policy advice to Governments and transferring and adapting skills and technology, while optimizing the comparative advantages the United Nations system enjoys over other sources of assistance. The essence of the transfer is know-how, not financial resources, to enable the Government fully to manage its development efforts and achieve an increasing degree of national self-reliance.

2. Recipient Governments have the sole responsibility for the coordination of external assistance and the principal responsibility for its design and management, and the exercise of those responsibilities is crucial to the optimal use of external assistance and to the strengthening and utilization of national capacity. The fuller utilization of national capacities would, moreover, promote the long-term sustainability and greater impact of programmes and projects. It is therefore of particular importance that substance be given to the basic premise that all programmes and projects are national undertakings and are managed by the Government.

Objectives

3. The objectives are as follows:

- (a) Recognition of the central role, "ownership", direction and control of the Government;
- (b) Enhancement of capacity-building, self-reliance and sustainability, including through the building of national institutions and their management;
- (c) Internalizing of external inputs and ensuring greater relevance and impact in relation to national programmes.

* In paragraph (e) (i) of the annex to its resolution 3405 (XXX) of 28 November 1975, the General Assembly stated that self-reliance should be promoted in developing countries "by building up, inter alia, their productive capability and their indigenous resources and by increasing the availability of the managerial, technical, administrative and research capabilities required in the development process".

Definitions

4. National execution is a cooperative operational arrangement entailing, inter alia, overall responsibility for the formulation and management of programmes and projects by the recipient country, as well as the recipient country's assumption of accountability for them.

5. Implementation, on the other hand, entails the procurement and delivery of all programme/project inputs and their conversion into programme/project outputs.

Guiding principles

6. The guiding principles are as follows:

(a) All projects should be government-managed to the fullest extent, consistent with available national capacities as determined principally by Governments themselves. National execution should become the norm for programmes and projects funded by the United Nations system. It should be pursued in a pragmatic manner, taking into account the needs and capacities of each developing country;

(b) Governments should assume overall accountability for all programmes and projects; the degree of accountability will similarly vary with the implementation modality and the other circumstances of the programme/project. The roles, responsibilities and accountability of each partner outlined in basic agreements should be further elaborated in each programme/project arrangement;

(c) Irrespective of the implementation modality, a national project director should normally be designated, although the manner and extent to which he/she and the Government choose to exercise their authority will vary with the circumstances of each programme or project;

(d) A project implemented by a technical agency of the United Nations system should remain under the overall management and concomitant accountability of the recipient Government. The technical agency will remain accountable for its inputs to the Government and to the funding organization;

(e) Programmes and projects should reflect the fact that they are government undertakings and thus should initially be formulated without any distinction being drawn between external and national components. They should then be scrutinized to ascertain the optimum degree to which their various components can be met by the recipient country itself. Special attention should be given to components which could be met by national capacities if supplemented by limited external inputs, such as short-term consultancies. The latter and remaining requirements could then be addressed as the externally financed project component within the larger national undertaking;

(f) Governments should continue to have access to the neutral policy, technical advice and support of the United Nations system irrespective of the arrangements finally adopted for implementing such assistance;

(g) All programmes and projects should be appraised by the external funding organization with the assistance of the relevant technical agency;

(h) The choice of the appropriate implementation modality(ies) for the externally financed project or component thereof could cover a range of options, including national implementation, subcontracting to national institutions, technical cooperation among developing countries (TCDC), United Nations agency implementation, external subcontracting, the use of national project personnel, United Nations volunteers or a combination of them;

(i) At both the formulation and appraisal of programmes and projects, in considering the choice of implementation modality, regard should be paid to the existence and availability (without prejudice to the broader development effort) of the technical, administrative and managerial capacities of the recipient Government/institution;

(j) Technical agencies of the system have an important responsibility as policy and technical advisers and as sources of specialized knowledge. Governments should have full access and indeed should be encouraged to utilize these services in respect of all programmes and projects, irrespective of the implementation modality adopted, so as to better ensure their technical viability, quality and impact. Funding organizations of the system should in any case make full use of the capacities of the technical agencies, particularly as a means of ensuring substantive accountability;

(k) The role of the technical agencies of the system would, on request, include substantive policy advice, sectoral and intersectoral studies and other upstream activities and the design and formulation of programmes and projects, irrespective of and without prejudice to the implementation modality to be adopted. Their assistance may also include:

- (i) Project identification, project design and formulation;
- (ii) Appraisal of project proposals and advice on implementation options;
- (iii) Preparation of job descriptions and identification and appraisal of candidates;
- (iv) Preparation of equipment specifications or subcontract tender documents, technical appraisal of bids and assistance in negotiations and selection;
- (v) Identification and/or organization of training programmes;
- (vi) Maintaining rosters of consulting firms, experts and suppliers, as well as contacts with such firms, institutions and universities specifically for operational activities;
- (vii) Technical monitoring through reports and participation in tripartite and other reviews;
- (viii) Participation in tripartite evaluations;

- (ix) Additional technical support required for specific projects, including technical panels, extra support missions, redesign of technical approaches and ad hoc technical information and advice;

(l) In the process of monitoring a project or component, the Government and the funding organization should be encouraged to ensure through relevant mechanisms the involvement of the relevant technical agency or financial institution of the United Nations system, even when it is not involved in execution or implementation, so as to ensure the multilateral character of assistance and accountability to and of the funding source;

(m) All programmes and projects managed or only implemented in part by a national agency/institution should, as far as possible, include specific goals and time-frames for the progressive transfer of all remaining responsibilities to that agency/institution. The aim would be to ensure that the national agency/institution would assume total responsibility for all aspects of the project before the termination of the project cycle. Such an approach would also enhance its sustainability and long-term impact;

(n) The simplification and, as far as appropriate, the harmonization of rules and procedures (including those relating to programmes and project formulation, design, approval processes, monitoring and evaluation, and reporting requirements) should also be actively pursued;

(o) The enhancement of self-reliance calls for concerted efforts by Governments themselves to strengthen national institutional capacities through, for example, the improvement of civil service structures and conditions and of conditions of employment for trained managers and technicians (bearing in mind also the heavy turnover of qualified national personnel) and expanded training programmes. In taking measures to mitigate the effects of current limitations in national capacities, the United Nations system should for its part ensure that these are of a temporary nature, are resorted to on an exceptional basis and are linked to operational plans and timetables for longer-term remedial action by Governments.
